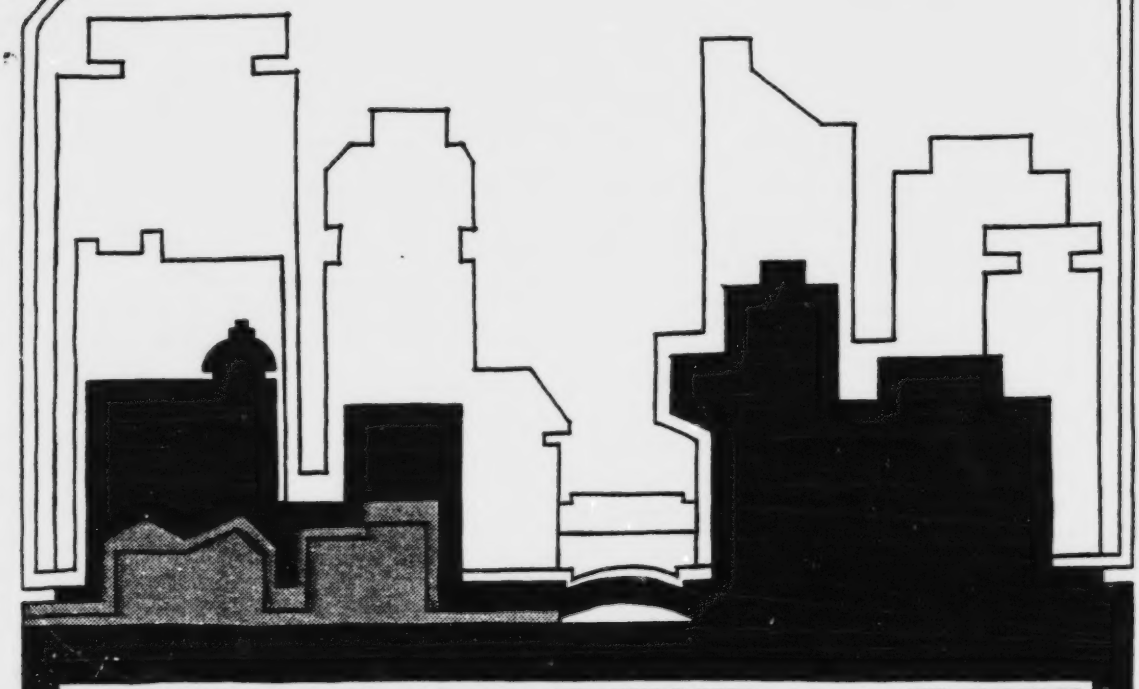
Central Area

Fringe Area Study

Draft Development Plan



Northeast Quadrant

Dalhousie Street + Eastern Sub Areas

November 1981

City of Ottawa — Planning Branch — Department of Community Development

TABLE OF CONTENTS

1. INTRODUCTION 1
   - 1.1 Purpose and Scope.....1
   - 1.2 Planning Process.....1
   - 1.3 The Overall Planning Context.....1
   - 1.4 Central Area Policies.....6
   - 1.5 Synopsis of the Development Plan.....8
   - 1.6 Conclusion.....9
   - 1.7 Organization of Report.....10

2. HERITAGE 11
   - 2.1 Introduction.....11
   - 2.2 Nature of Heritage Controls.....11
   - 2.3 Proposed Heritage Controls.....14

3. LAND USE AND BUILT FORM 15
   - 3.1 Introduction.....15
   - 3.2 Dalhousie Street Commercial Area.....17
     - 3.2.1 Introduction.....17
     - 3.2.2 The Planning Context.....17
     - 3.2.3 The Local/District Commercial Area (Area 1)...19
     - 3.2.4 The General Commercial Area (Area 2).....29
   - 3.3. The Eastern Sub-Area.....33
     - 3.3.1 Introduction.....33
     - 3.3.2 The Plannint Context.....33
     - 3.3.3 The Heritage Residential Area (Area 3).....35
     - 3.3.4 The Heritage Public Area (Area 4).....37
     - 3.3.5 The Heritage Residential and Limited Commercial Area (Area 5).....41
     - 3.3.6 The Heritage Commercial Area (Area 6).....44
     - 3.3.7 The Medium Scale Residential Redevelopment Area (Area 7).....49
     - 3.3.8 The Special Medium Scale Residential Redevelopment Area (Aea 8).....54
     - 3.3.9 The High Scale Residential Redevelopment Area (Area 9).....57
     - 3.3.10 The High Scale Residential/Commercial Areas (Area 10).....61
     - 3.3.11 The High Scale Residential and Limited Commercial Area (Area 11).....65
     - 3.3.12 The Medium Scale Commercial and Industrial Area (Area 12).....70
     - 3.3.13 The High Scale Commercial and Industrial Area (Area 13).....75

4. TRANSPORTATION 80
   - 4.1 Introduction.....80
   - 4.2 Review of Existing Conditions and Expected Improvements.....80
   - 4.3 General Proposals.....81
   - 4.4 Rationale.....81
   - 4.5 Recommendations.....86

5. RECREATION 88
   - 5.1 Introduction.....88
   - 5.2 Review of Existing Recreation Spaces and Facilities....88
   - 5.3 Demographic Considerations.....89
   - 5.4 Recreation and Open Space Potential.....89
   - 5.5 General Proposals.....91
   - 5.6 Rationale.....91
   - 5.7 Specific Proposals.....91

6. SOCIAL NEEDS 92
   - 6.1 Introduction.....92
   - 6.2 Overview of the Northeast Quadrant.....92
   - 6.3 Dominant Characteristics of the Northeast Quadrant.....93
   - 6.4 Lifestyle Groups and Their Needs.....94
   - 6.5 Conclusions and Options for Action.....96
   - 6.6 Suggested Actions to Meet Major Community Needs.....96
   - 6.7 Recommendations.....98

7. PHYSICAL INFRASTRUCTURE 99
7.1 Introduction.....99
7.2 Overview of the Existing Infrastructure.....99
7.3 Review of Future Plans.....99
7.4 Recommendations.....100

8. URBAN ENVIRONMENT 101
8.1 Introduction.....101
8.2 Review of Existing Conditions.....101
8.3 General Proposals.....101
8.4 Rationale.....101
8.5 Recommendations.....103

FOOTNOTES 104

LIST OF TABLES

TABLE I Land Use Per Lot Area.....17
II Land Use Along Dalhousie Street.....20
III Existing Densities Along Dalhousie Street (York Street to St. Patrick Street).....22
IV Proposed Densities Along Dalhousie Street (York Street to St. Patrick Street).....24
V Existing Land Uses and Density Along Dalhousie Street (York Street to George Street).....30
VI Existing Commercial and Industrial Floor Area for Area 12.....71
VII P.M. Peak Hour Auto Volume.....81

LIST OF MAPS

MAP NO. 1. Location Plan.....2
2. Existing Plan of Land Use.....5
3. Central Area Policy Framework.....7
4. Central Area Heritage Areas.....12
5. Existing Zoning.....16
6. Land Use and Built Form Areas.....18
7. Building Heights.....28
8. Road Network.....84
9. Open Spaces.....90

THE DALHOUSIE STREET AND EASTERN SUB-AREA DRAFT DEVELOPMENT PLAN

1. INTRODUCTION

1.1 Purpose and Scope

This planning study of the Dalhousie Street and Eastern Sub-Area of the Central Area's Northeast Quadrant forms part of an overall review of existing plans, policies and zoning affecting the whole of Ottawa's Central Area. One of the initial stages of this review exercise consisted of a consolidation into one report of all general policies approved since 1972 affecting the Central Area and the introduction of new policies seen appropriate for the future development of the Central Area.[1] On the basis of the foregoing, more detailed planning studies of the various sub-areas of the Central Area were then possible.

This planning document, therefore, enumerates the policies and proposals that will influence and guide future development in the Dalhousie Street and Eastern Sub-Area of the Northeast Quadrant of the Central Area and recommends strategies and means of implementing the policies and proposals.

1.2 Planning Process

The Central Area consists of a commercial Core Area and three predominantly residential Fringe Areas. One of these fringe areas is the Northeast Quadrant. Located northeast of the commercial Core Area of the Central Area, it consists of three fairly distinct sub-areas as shown on Map No. 1: a) the ByWard Market/Sussex Drive Area, a regionally-oriented special commercial area; b) the Dalhousie Street, primarily a neighbourhood commercial area; and c) the predominantly residential area located east of Dalhousie Street. The ByWard Market/Sussex Drive Area, due to its typical retail/entertainment function and the significance of its heritage character which gives to the area a unique identity of regional interest, was the subject of a separate Development Plan.[2] Hence, this Development Plan deals with the Dalhousie Street commercial strip and the predominant residential area east of Dalhousie Street, here referred to as the Eastern sub-area.

For the purpose of this study, the analysis of existing conditions along Dalhousie Street and in the Eastern sub-area was mostly carried out within the context of the whole Northeast Quadrant Study. The initial phase consisted of an analysis of the main components and characteristics of the Northeast Quadrant, the identification of the issues requiring consideration and a review of plans affecting the area.[3] During this initial phase, an open house was held in June 1979 in order to obtain public input.

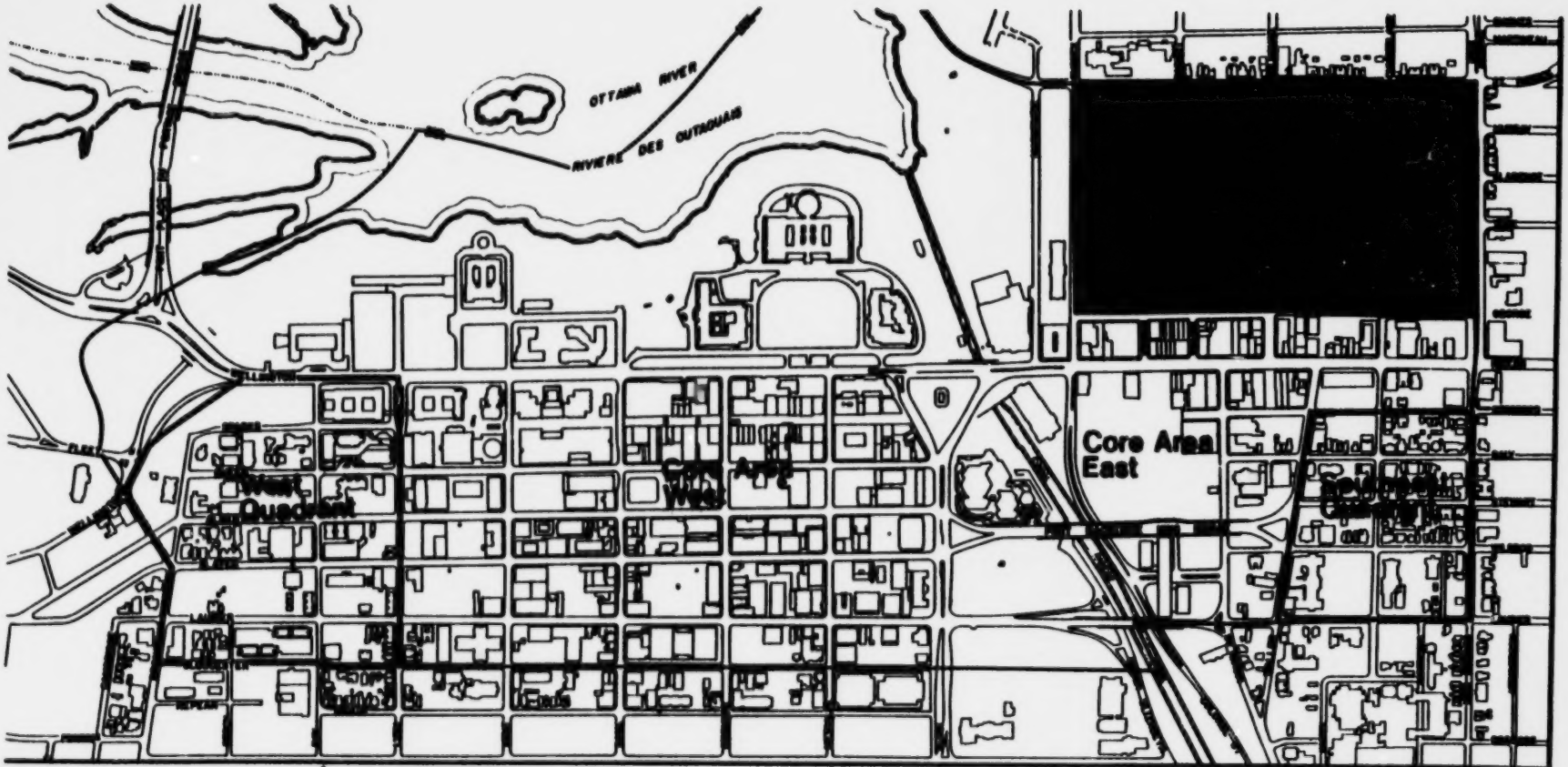
The second phase consisted of the formulation of general proposals stating how the development of the Northeast Quadrant should occur. These proposals were contained in a Preliminary Draft Development Plan and formed the basis on which this report was drafted.[4] A public meeting was held in November, 1979 to discuss the basic elements of the Preliminary Plan.

The Dalhousie Street and Eastern Sub-Area Draft Development Plan results from input/feedback received from various technical agencies, interest groups and the public on the Preliminary Plan and is a redefinition and further elaboration of the proposals contained in it. It constitutes the third and final phase of this planning study.

1.3 The Overall Planning Context

By-law AZ-64

In 1963, the framework was laid for a comprehensive zoning by-law for the City of Ottawa known today as By-law AZ-64. This framework consisted primarily of population projections for the City of Ottawa and estimations of floor space potential for the Central Area.



Fringe Area
Aire secondaire

Ottawa Central Area Aire centrale

Location Plan

- Northeast Quadrant
- A Byward Market · Sussex Drive Sub Area
- B Dalhousie Street Sub-Area
- C Eastern Sub Area

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Développement Communautaire · Section d'urbanisme
Technical Services Division
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Drawn by-Dessiné par: W. Cloutier
Date: March · mars 1979 FS 619
Scale-Echelle:
January July
Janvier Juillet
1981 1981
Revised-Révisé

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Plan no.

Between 1960 and 1963 a number of population studies forecasted that the metropolitan area of Ottawa would incease to about 1,000,000 people by the turn of the century.[5] The population projected for the City of Ottawa was established within a range of 354,000 to 368,000 persons or approximately 361,000 persons for the year 1984. The forecasts were based on a projected increase of about 8,000 persons per year between 1960 and 1980 or a 1979 population for the City of Ottawa of approximately 325,000.

The estimated office floor space potential (government and private) for the year 2000 was 976,500 square metres (10,500,000 sq.ft.), an increase of 204,500 square metres (2,200,000 sq.ft.) or 16.8% over the existing (1960) 771,900 square metres (8,300,000 sq.ft.). This estimation accounted for a very low percentage increase (3.5%) for government office space potential but an 80% increase in private office space potential. The total office space potential was based on the two assumptions that the number of persons employed by the Federal Government by 1980 would more than double and that population growth would be in the order of 140% for the region. The premises on which these assumptions were made were: a) a greater centralization of the Federal Government and b) a rapid growth of the level of federal employment.

On the basis of a predicted regional population increase of 140% (1,000,000 people compared to the existing (1960) population of 415,000) and given the estimated office floor space potential of 16.8% in the Central Area as noted above, the retail floor space potential for the Central Area was estimated at approximately 451,980 square metres (4,860,000 sq.ft.) for the same horizon year. This is a 50% increase over the existing (1960) 301,413 square metres (3,241,000 sq.ft.) of retail floor space. The assumptions on which this estimate was based upon were that, firstly, the Central Area, as a shopping and business place, will rely heavily for its growth on the immediate market growth and less on the growth of the regional market, thus ensuring at the very least a growth of 27%; secondly, taking into acount the competition from the regional shopping facilities and assuming a liberal degree of success in meeting this competition, the Central Area shopping and business facilities might grow by approximately 70%.

On the basis of these population projections and office/retail floor space estimations, two basic land use principles were established. Firstly, it was expected that the Central Area would remain the focal point of the whole metropolitan area and therefore, intensification of the Central Area would be encouraged not only in the Core Area but also within the fringe areas of the Central Area. The allocation process resulted in a very high percentage of the total population and job opportunities of the region being assigned to the inner-city neighbourhoods generally and the Central Area more specifically. Furthermore, in order to ensure that redevelopment would take place in the Central Area, the distribution of zoning densities was increased for the Central Area by about 40% (over-zoning). For these reasons, the whole of the Northeast Quadrant was zoned to allow mixed commercial (retail/office), residential and industrial land uses with densities varying generally from 2.0 to 5.0 F.S.I.

Central Area Study - 1969

The enactment of the City's Comprehensive Zoning By-law AZ-64 was followed by the preparation of a development plan for the Central Area.[6] The reason for the Hammer Study was because there were too many problems with By-law AZ-64 - not being able to cope with what was believed to be an explosion in office space demand and population growth. This Study indicated that the Core Area could be made to work more efficiently, under By-law AZ-64 but that the first necessity was to discourage any further pulling apart of the Core. It forecasted that the Central Area office requirement of 2,325,000 square metres (25,000,000 sq.ft.)[7] and a potential retail floor space of 372,000 square metres (4,000,000 sq.ft.)[8] could be accommodated in the Core Area for a projected regional (Ottawa-Hull) population of 1.5 million by the year 1966.[9] The report also indicated that residential development would actually take place in areas adjoining the Central Area since land values in the Central Area were felt to be prohibitively high. As a means of strengthening the residential function of the Fringe Areas, the Study recommended that an increase in F.S.I. from 3.0 to 5.0 was necessary for the residential zones.

City's Official Plan and Amendment No. 62

The City's Official Plan, enacted in 1970, designated the 'the Central Area' as 'the parent commercial area of the entire urban complexe'. The Central Area was intended to be the most active area in the whole urban scene and have all the attributes of a major shopping area in addition to the area where private office concentrations and most services of a city-wide scope should be found. More specific to the Central Area is Amendment Nos. 62 and 63 of the Official Plan, which designated the Core Area as the 'central business area' and the Northeast Quadrant as 'a secondary business area' as shown on Map No. 2. The Secondary Business area category is intended to include all types of commercial uses, as well as service industry and other industrial uses ancillary to the Central Area, and such special functions as the ByWard Market. Changes to By-law AZ-64 were then prepared and approved.

However, the zoning changes only partly reflected the Official Plan Amendment and the Ottawa Central Area Study by increasing the F.S.I. for residential development from 3.0 to 5.0 for more the RO zone west of Lyon Street only. No incentives favouring residential redevelopment were established for the other two Fringe Areas. The potential for major office development was still maintained and allowed to compete with the lesser attractive residential development potential.

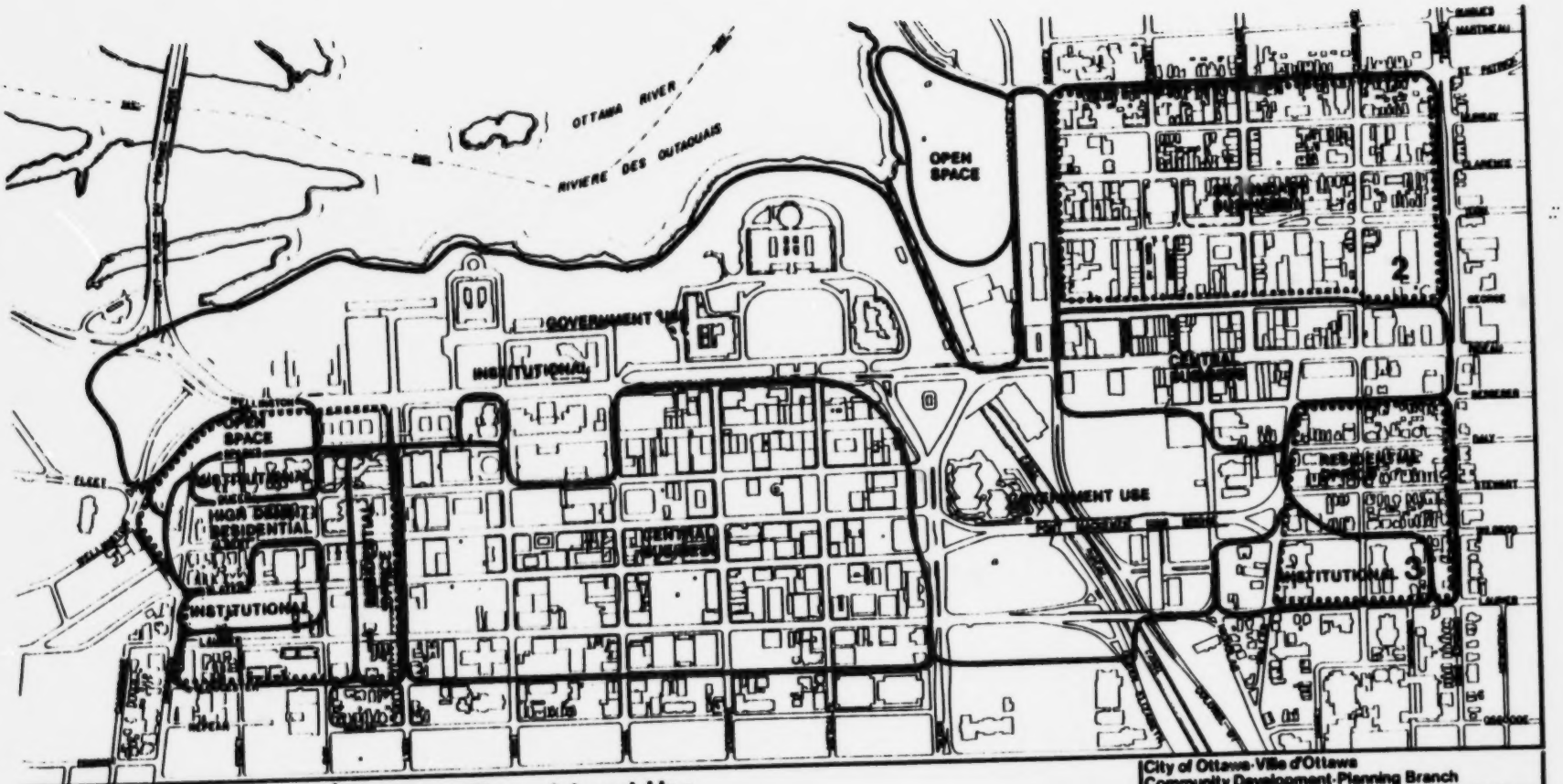
Effective Growth of the Central Area

The rapid growth of the Federal Government did occur in the late 1960's and early 1970's. In fact, this growth was even greater than expected with a rate of 3.5% per annum compared with the expected rate of 3.2% per annum. However, the expected population growth of 8,000 persons per annum for the 1960 to 1980 time frame did not materialized in the City of Ottawa though it did in fact materialized within the Region. A significant decrease in the birth rate and an increased aging trend of the population were witnessed in the 70's and still persist today.

Furthermore, two major decisions taken by the Federal Government in the 1970's had a direct effect on regional growth. It was decided to decentralize its services to the benefit of the City of Hull and other regions in Canada. This was followed shortly by a decision to reduce significantly its employment growth.

The net effect of these decisions was that the population growth of the magnitude experienced during the early 1960's proved to be unsustainable. As a result, the Fring Areas, which were established as expansion zones for office development purposes, have had to suffer the burden of a sporadic form of growth of office space and a declining population. For instance, there have been only one major office building, one residential high rise and two medium rise residential developments constructed in the Northeast Quadrant since the late 60's. Hence, the gradual moderation in the rate of population and employment growth has had some very definite repercussions upon the amount of land needed for future residential and office development in the region generally, and the Central Area more specifically.

The more moderate rate of population and employment growth has affected also the estimated retail floor space reuqirements. The 1960 estimate of 451,980 square metres (4,860,000 sq.ft.) for the year 2000, reduced to 373,546 square metres (4,016,620 sq.ft.) for the year 1996 in the Hammer Study with an 1976 estimate of 260,446 square metres (2,800,500 sq.ft.), has resulted only in a total of 188,818 square metres (2,030,300 sq.ft.) of retail floor space in 1978. This significant low amount of floor space also demonstrates that the Central Area was not able to successfully compete with the regional shopping facilities as expected, despite such action as the Sparks Street Mall and the Bank Street Promenade. The main reason for this situation is a rapid evolution of the shopping centres combining ease of accessibility, weather protection, convenience of parking and variety of goods. More eloborate planning actions, combining many characteristics of a shopping centre and new features (the establishment of a convention centre), are being taken such as the Rideau Street Mall and the Rideau Centre Development Project. These two schemes aim at revitalizing the Central Area as a major shopping/ activity area.



Fringe Area
Aire secondaire

Ottawa Central Area
Aire centrale

Existing Plan of Land Use
Extract From Amendment 62

...1 West Quadrant
...2 Northeast Quadrant
...3 Southeast Quadrant

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Développement Communautaire-Section d'urbanisme
Technical Services Division
Division des services techniques

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The recent establishment of several eating/ entertainment facilities in the ByWard Market Area has also revitalized this area. It added a new evening function to its primary day-time fresh produce and unexpensive good retail function. Hence, a consolidation of the retail function of the Core Area through a reduction/ elimination of the retail floor space potential in the more predominately residential areas of the Central Area is required. Moreover, the special commercial character and function of the ByWard Market should be maintained as it contributes to and strengthens the major shopping function of the Central Area. Dalhousie Street mainly provides local/district conveniences goods and should continue to do so given the extent and importance of the existing and planned regional shopping facilities around the Rideau Street and within the ByWard Market Sussex Drive area.

R.M.O.C. Official Plan

The recently approved RMOC Official Plan specifically states that employment levels in the Central Area should not exceed 100,0000 jobs. The Plan also recognizes the need to encourage residential uses in the Central Area. However, the City's existing Official Plan land use policies and the zoning by-law for the Central Area do not reflect this situation.

If full redevelopment of the Core Area took place, it is estimated that the resulting total floor space could accommodate up to 121,000 jobs, given an existing low employment estimate of 65,0C0 jobs. This is well over the 100,000 job limit. This potential is further increased to 138,000 jobs when the existing office floor space potential of the Fringe Areas are taken into consideration. Such redevelopment would significantly minimize the opportunities for residential development in the Central Area generally, and the Fringe Areas specifically.

Hence, the purpose of the Central Area studies is to determine how best the policies of the Regional Plan, amongst others, may be achieved. They also aim at establishing the most appropriate set of policies and planning strategies that would ensure a more comprehensive and ordinate growth of the Central Area based on the most up-to-date population and employment growth factors and on innovative planning ideas.

1.4
Central Area Policies

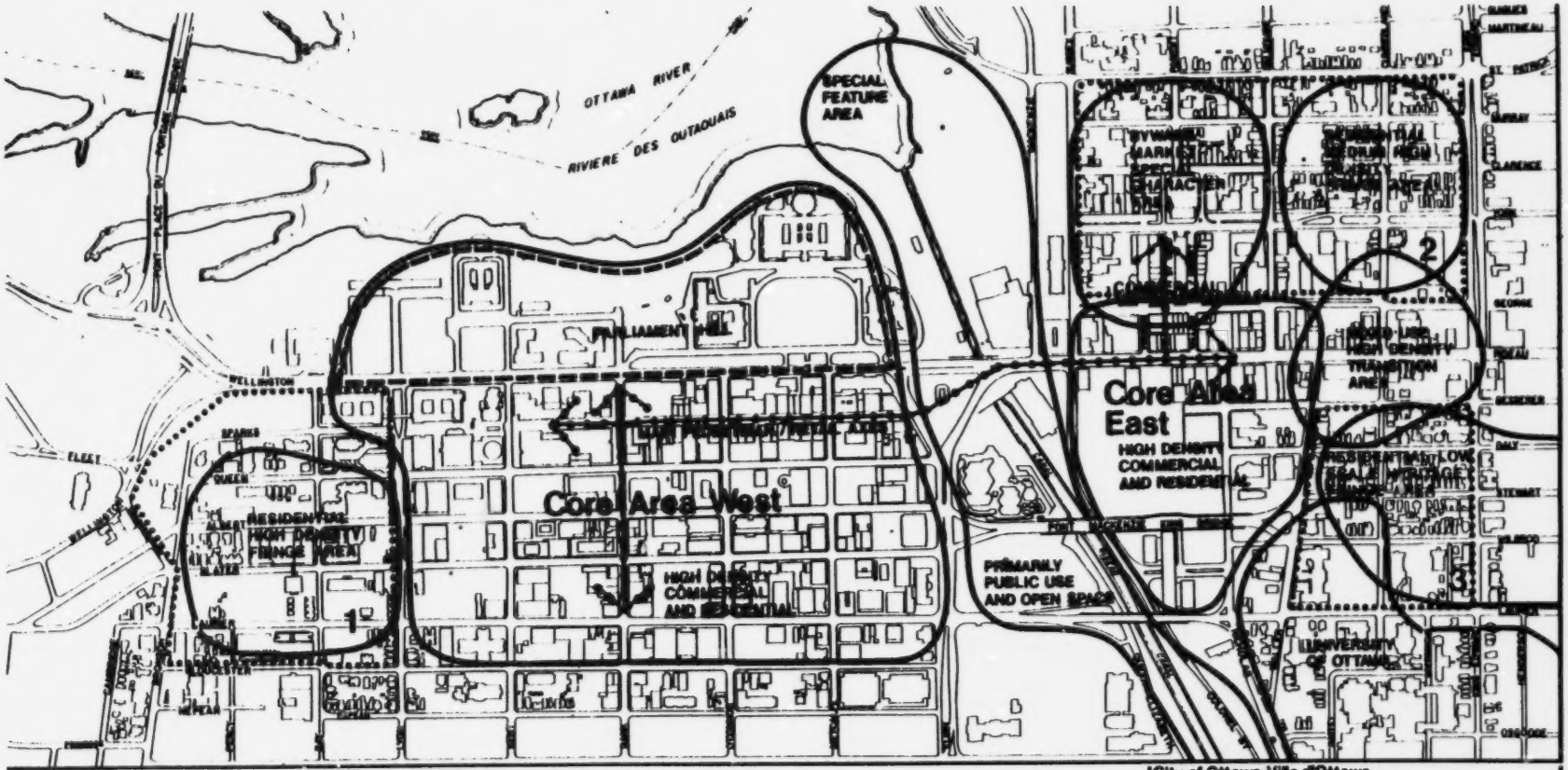
Given the above situation, a new set of planning policies for the Central Area were developed as highlighted on Map No. 3 and endorsed by City Council (see footnote no.1) establishing the planning principles to be followed for any future development/redevelopment action that would take place in the Central Area. As the Northeast Quadrant of the Central Area is part of a broader review of the planning principles affecting the Central Area, the policies most relevant to the study area are highlighted below.

Overall Policy

The overall Central Area policy as it pertains to the Fringe Areas aims at recognizing and encouraging residential uses as the primary function of the Fringe Areas. It is stated: "That the Fringe Area be recognized to be primarily residential, and that steps be taken to ensure that a good living environment is achieved in terms of both built form and the provison of needed facilities and amenities."

Employment

The intent of the employment policies is to limit employment growth in the Central Area in accordances with the projected population and employment growth limits established in the RMOC's Official Plan. Consequently, a consolidation of the Core Area as the central business area of the Ottawa metropolitan area and greater emphasis on the residential function of the Fringe Areas, such as the Northeast Quadrant, were established.



Fringe Area
Aire secondaire

Ottawa Central Area Aire centrale

Policy Framework
Extract From Central Area Policy Report

..., 1 West Quadrant
... 2 Northeast Quadrant
..., 3 Southeast Quadrant

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Retail

The intent of the retail policies are, firstly, to ensure that the economic viability of commercial activities in the Core Area is maintained through the prevention of major commercial activities to take place in the area immediately adjacent to the Core Area. Secondly, they recognize the special commercial character of the ByWard Market and ensure that it will continue to fulfill its present role successfully. Finally, the retail policies are intended to encourage the provision of adequate local commercial activities in order to meet the needs of the existing and projected population of the Fringe Areas.

Heritage

The heritage policies for the Central Area endorse the policies established in the City's Official Plan of Heritage. It states 'that selected heritage buildings and areas within the Central Area be safeguarded and improved, wherever possible, combining both municipal and private action in accordance with the policies set out in the City's Official Plan of Heritage'. This policy is most relevant to the ByWard Market/Sussex Drive Area and to the Southeast Quadrant given the extent and significance of heritage in those two areas, but has some applicability to the remaining part of the Northeast Quadrant as it contains some significant heritage buildings and areas worthy of preservation.

Tourism

The tourism policies aim at recognizing the significant contribution which tourism makes to the economy of the Core Area and improving the means by which the tourist can understand and enjoy the Core Area and its adjacent heritage areas. This is of particular interest to the Northeast Quadrant given that the ByWard Market/Sussex Drive Area, located immediately west of this study area is a major focal point for tourists. The diversity and adequacy of tourist accommodation are also seen as contributing factors.

Transportation

The transportation policies aim at minimizing the impact of traffic (including truck traffic) in the Central Area, encourage other forms of transportation and, provide adequate short-term parking facilities to support the major downtown retailing areas.

Residential

The residential policies are of particular interest to the Fringe Areas of the Central Area as they are used primarily for residential purposes. These policies aim at encouraging the provision of additional residential accommodation in order to strengthen the residential function of the Central Area; preserving the lowscale residential areas of heritage significance; providing adequate housing for special groups and, ensuring that satisfactory living environments are achieved through the establishment of appropriate guidelines.

1.5 Synopsis of the Development Plan

Given the planning context and the approved Central Area policies stated above as they pertain to the Northeast Quadrant, this Development Plan aims at the following planning goals:

The Overall Goal

To recognize the primary local commercial function of Dalhousie Street, encourage the redevelopment of the area lying east of Dalhousie Street into, primarily, a residential area, and ensure that adequate community facilities and amenities are provided.

Heritage

The Plan recognizes the significance of the identified Heritage Areas located within the study area and ensures their preservation.

Land Use and Built Form

The land use and built form proposals recognizes the primary local commercial function of most of Dalhousie Street and favours residential redevelopment in the area lying east of Dalhousie Street. More specifically, the Plan limits the extent of commercial uses along Dalhousie Street to the benefit of a greater residential use, and favours, generally, medium to high density residential redevelopment in the area east of Dalhousie Street through a substantial reduction of the commercial and office potential. A medium-to-high scale built environment sympathetic to pedestrians at street level is favoured.

Recreation

The recreation proposals aim at encouraging primarily the use of improved recreation spaces and facilities to their best advantage and to reply upon the surrounding areas in order to meet recreational needs not met within the study area.

Social Needs

The Plan concurs with the findings of the 'Report on Major Social Needs of the Central Area of Ottawa' as they pertain to the Northeast Quadrant.[10] essentially, the low-income single males, the lone-parent families and the senior citizens are the three high risk population groups identified in the subject area with the most unmet needs. The identified needs were basically the provison of adequate and affordable accommodation, opportunity for social development and access to good health care. Hence, a systematic plan of action for meeting those needs is to be developed jointly by the Regional Municipality of Ottawa-Carleton and the City of Ottawa.

Transportation

The Northeast Quadrant will be affected by the Rideau Area Project transportation schemes. The transportation proposals, therefore, aim at minimizing the impact of the existing and proposed major transportation facilities in the Study Area and to ensure pedestrian safety within and on the periphery of the area.

Urban Environment and Streetscape

The Plan aims at improving the living environment of the Study Area by favouring the development of a pedestrian-oriented streetscape.

Physical Infrastructure

The Plan aims at taking advantage of scheduled improvements to the road network and sewer utilities by extending existing improvement programs, in particular, the burying of overhead utilities.

1.6
Conclusion

The planning proposals contained in this Draft Development Plan recognize and reinforce the predominantly residential function of the Study Area resulting a significant change of its future role. This change is achieved through a substantial reduction of the existing commercial and office potential throughout the study area generally. Moreover, the general urban environment would be, through appropriate built form controls and streetscape, inkeeping with the medium scale residential character of the area. The elimination of vehicular/pedestrian conflicts and the greater emphasis given to pedestrian movements would also assist in upgrading the urban environment. Finally, improved recreation spaces and facilities and improved social services would contribute to the attractiveness of the area for residential development and further upgrade the quality of life in the Northeast Quadrant.

1.7
Organization of Report

The following chapters analyze in greater detail the various components of the Dalhousie Street and Eastern Sub-Area of the Northeast Quadrant. The study deals with heritage, land use and built form controls, recreational opportunities, social needs, transportation facilities, streetscape features, and the physical infrastructure of the subject area. Each of these chapters end with an outline of specific proposals that will govern the future development in the area. The Report ends with an implementation schedule that will assist politicians and administrators in the decision-making process and in implementing the Plan.

Many of the proposals contained in this Plan resulted from specific studies. This is the case for the designation and preservation of Heritage Areas, the establishment of appropriate built form controls in the redevelopment areas, the provision of adequate amenity space in the redevelopment areas, and the identification of the social needs.

The Central Area Heritage Study was initiated by the Planning Branch before the Fringe Area planning studies. It identified all heitage buildings and areas in the Central Area worthy of preservation and recommended appropriate controls that will achieve it. Hence, this plan relies on the City Council approved (February 1980) Central Area Heritage Study for Heritage Areas 22, 23 and 24 and should be referred to when dealing with Heritage.[11]

In light of concerns raised by Planning Branch during the Fringe Area Studies, the standards for separating buildings (yards) in medium-to-high density residential zones as established under By-law AZ-64 were re-examined. The intent of the Separation Space Study[12] is to ensure that appropriate setbacks in medium-to-high density residential redevelopment areas are provided in order to achieve more flexible and varied built form while of the land. This Plan adopts the standards for building separation spaces developed under the said Report when dealing with built form controls for the redevelopment areas of the Southeast Quadrant.

Similarly, a re-examination of the standards for landscaped open spaces in medium-to-high density residential zones as established under By-law AZ-64 was also undertaken. The intent of the Amenity Space Study is to ensure the provision of adequate space (personal and/or shared) outside a dwelling unit for the passive enjoyment and/or active reecreational needs of the occupant(s).[13] This Plan adopts the new amenity space standards developed under the said Report when dealing with the redevelopment areas of the Southeast Quadrant.

A 'Report on Major Social Needs of the Central Area of Ottawa' (see footnote no. 10) was prepared by the Social Planning Council of Ottawa-Carleton for the City of Ottawa during the Fringe Area planning studies. The purpose of the Social Needs Study is to identify the high risk population groups of the Central Area and its major unmet needs. Greater emphasis was placed on the Fringe Areas rather than the Core Area given the primarily reesidential function of those areas and, consequently, being the primary source of social problems and needs. The findings of the Social Needs Study did not form part of the Northeast Quadrant Preliminary Draft Development Plan as the study was not completed then. The results of the study as they relate to the Northeast Quadrant are, however, highlighted in this Plan, and the recommendations are reiterated.

2. HERITAGE

2.1 Introduction

The recongition and preservation of heritage properties in the City of Ottawa has been a growing concern over recent years, prompted primarily by neighbourhoods which have lost a considerable amount of their historical structures through redevelopment. Consequently, the City undertook a City-wide analysis of heritage structures which lead to the preparation and approval by the province of Ontario of an amendment to the City of Ottawa's Official Plan. Amendment 80 - Plan of Heritage establishes the planning principles and mechanism by which the City of Ottawa could legislate the recognition and preservation of heritage buildings and districts.

It is pursuant to the Ontario Heritage Act and the City's Official Plan of Heritage that a detailed analysis of heritage in the Central Area was undertaken. This heritage study consisted in identifying individual or group heritage buildings worthy of preservation and the formulation of appropriate controls and guidelines to solidify their heritage value and ensure their preservation.

In the Northeast Quadrant, and particularly in the ByWard Market/Sussex Drive Area, a large number of buildings were identified as heritage buildings, among which many are of city-wide significant, historically and architecturally (see footnote no. 11). On the basis of a coherant architectural style and/or building form, three heritage study areas were deliniated in the Eastern sub-area of the Northeast Quadrant as shown on Map No. 4. They are: Heritage Area 22 - the north side of York Street between Dalhousie and Cumberland Streets; Heritage Area 23 - consisting of the former Guigues School, the St. Brigid's Church and the Rectory located between Murray and St. Patrick Streets west of Cumberland Street; and, Heritage Area 24 - consisting of two individual buildings, one located at 288-290½ St. Patrick Street and the other at 162-166 Murray Street.

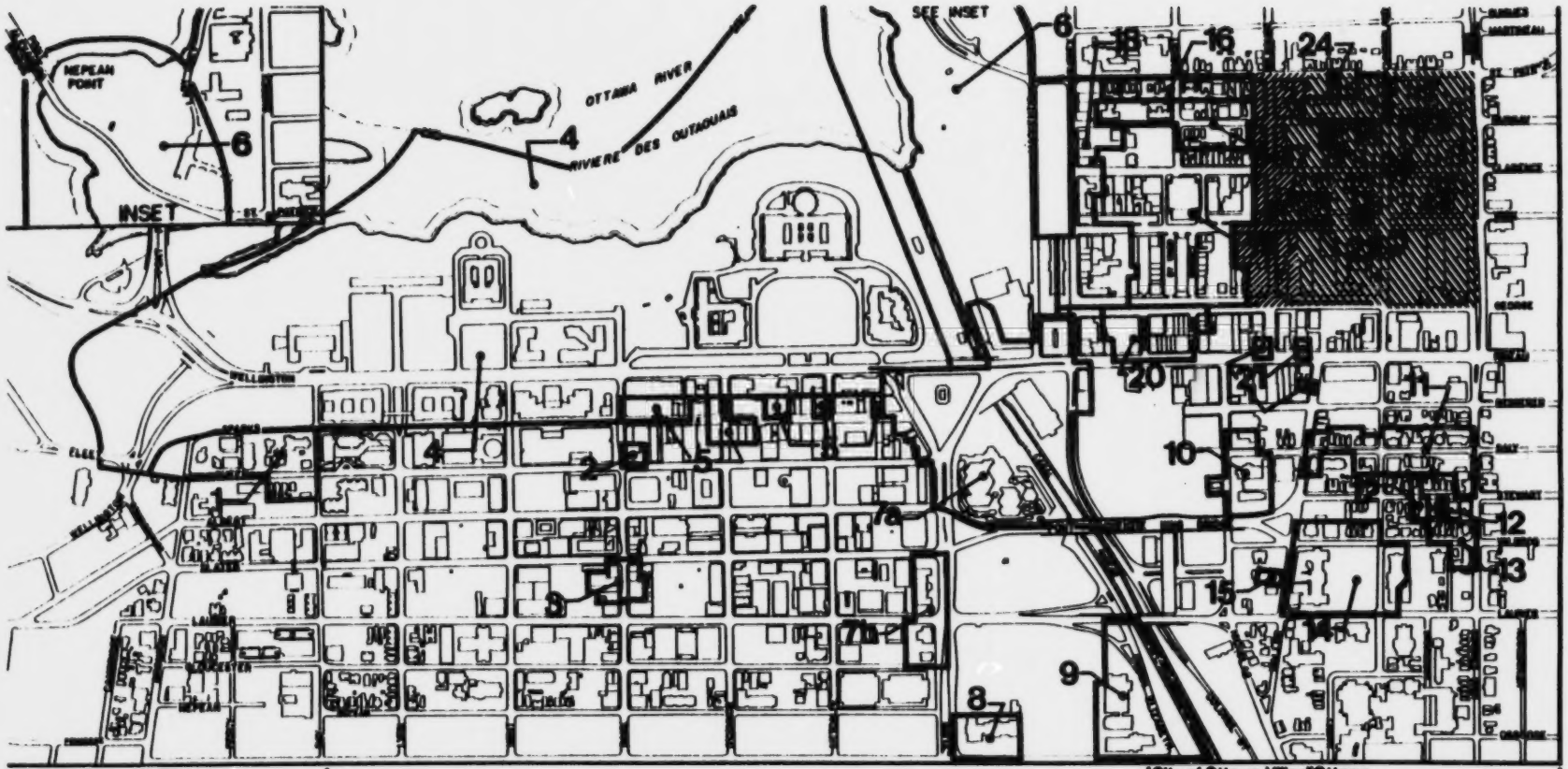
2.2 Nature of the Heritage Controls

Three basic types of controls were established in the Central Area Heritage Study: (a) designation controls; (b) zoning type controls; and (c) design guidelines. Though preservation is the primary intent of these controls, compatible infilling/redevelopment adjacent to the identified heritage buildings would still be permitted.

2.2.1 Designation Controls

Heritage designations allow for the designation of individual properties and districts where a number of heritage buildings do exist. Individual designation is based on the intrinsic heritage value of the building established by an analysis and evaluation of each building. It provides recognition for the most outstanding properties, ensures rapid protection, establishes public interest and allows interior protection where appropriate.

District designations allow for the designation of properties within the identified Heritage Study Area which, together with the individually designated properties, make up a coherent grouping of buildings. They include formal or historic open spaces and buildings of lesser heritage significance and form supporting areas to the outstanding heritage properties. These areas, as shown on Map No. 4, are proposed as Heritage Conservation Districts.



Fringe Area
Aire secondaire

Ottawa Central Area
Aire centrale

Heritage Areas

Dalhousie Street Sub Area

Eastern Sub Area

City of Ottawa · Ville d'Ottawa
Community Development · Planning Branch
Développement Communautaire · Section d'urbanisme
Technical Services Division
Division des services techniques

Drawn by · Dessiné par: W. Cloutier

Date: March · mars 1979 PS 818

Scale · Echelle:

Revised · Révisé

4
Plan no.

2.2.2
Zoning Type Controls

These controls fall into three categories: (a) demolition controls (b) replacement requirements, and (c) built form controls. Land use aspects were excluded from the heritage study of the Southeast Quadrant and formed part of the overall planning study of the said area. They are discussed in this Plan under Chapter 3.

2.2.2.1
Demolition Controls

There are two types of demolition controls. One is set out under the Heritage Act and the other under the Planning Act. The demolition control under the Heritage Act establishes a procedure regulating the removal of identified heritage buildings located in an identified heritage district. Under this procedure, the demolition of a building can be denied for a period of 270 days during which time the City establishes its interest in the subject building and reaches an agreement with the property owner in the form of development/redevelopment that should take place on the site. If an agreement cannot be reached within 270 days, the property owner can then demolish the heritage property.

If the heritage property includes residential uses, the City has the option to prevent the demolition under the provsions of the Planning Act. This Act provides control over the demolition of residential properties until a building permit can be issued for the replacement of the building. City Council must act, however, within thirty (30) days or an applicant may appeal to the Ontario Municipal Board.

2.2.2.2
Replacement Requirements

The replacement requirements are a set of criterias governing the replacement of heritage buildings whereby they may only be replaced to the same original volume, floor area, general form, and massing.

2.2.2.3
Built Form Controls

The built form controls resulted from a new approach to regulate the intensity of use of the land. This approach does not use the traditional method of a floor space index to control the density of development. It relies, instead, on a series of controls such as building height limitations, new yard setback requirements between buildings, and amenity space standards. These controls were developed on the basis of the existing scale of heritage buildings and type of land uses to be accommodated in their area of application.

This new approach, therefore, focuses on a few key characteristics necessary to preserve the heritage qualities of an area while relaxing the other traditional controls set out under By-law AZ-64. It also recognizes the need to allow infill redevelopment/rehabilitation of viable densities. The resulting densities under the new built form controls may be greater than those permitted under the present zoning despite the specificity of these controls.

Building Height

The building heights are established on the basis of allowing adjacent infill of increasing scale as the distance from the heritage building and/or area increases. One of the key qualities of a heritage area is the scale of its streetscape as viewed from the opposite sidewalk. The gradual increase of building height planes is based, therefore, on the viewline of a person standing across the street from the subject building. This viewline is projected to the height of the existing heritage building, thus permitting higher heights to the rear of buildings (see sketch below). Generally, a facade height of 10.6 metres (35 feet) is maintained on vacant lots to keep new buildings to a consistent scale. An ascending height plan compatible with the adjacent heritage buildings is also imposed in these situations.

Yard Setbacks

The front yard setback requirements is based on the average setback of the existing buildings. The required separation distance will vary depending upon the type of window/windowless wall conditions facing rear or side yards. For instance, a greater separation distance is required for a 'primary window' such as a window off a living room or dining room than for a 'tertiary window' such as a window off a bedroom or a bathroom. Secondary windows are defined as windows of non-residential uses and would, therefore, be only applicable to the non-residential uses in the heritage area. No separation distance is required from windowless walls to lot lines.

Amenity Spaces

The provision of amentiy space is required in all developments and takes several forms. Amenity space consists of shared space such as landscaped and rest/picnic areas, and personal outdoor space such as balconies. The total amount of shared space required for each project is the sum of the shared space area derived from the product of the total number of units by bedroom type times a defined minimum amount of amenity area in square metres per unit type. In addition, 15% and 7½% of the site are required as shared space for residential use and mixed use respectively. The provision of personal outdoor space is established by using the same methodology with a different set rate per unit type.

Parking and Loading

No minimum requirements for the provision of parking are specified in heritage areas. If parking is provided, however, maximum per land use type are established in order to minimize the impact of such parking upon the heritage area. The recommended maximum parking requirements correspond to the minimums established under Section 13-1 of By-law AZ-64 and where the dimensions and configurations of the spaces shall be as set out in Section 13-2 of the same By-law. Also, the existing loading requirements contained in Section 14 of By-law AZ-64 are maintained for the heritage areas.

2.2.3
Design Guidelines

Finally, a set of design guidelines were developed for the heritage areas under the Central Area Heritage Study. These guidelines were established in order to ensure that rehabilitation of buildings or infilling land in heritage areas is done in a manner compatible with the architectural characteristics and style of the majority of the existing heritage buildings located in the defined Heritage Areas. Hence, for each Heritage Area, guidelines were developed for the form of roof, spacing, proportion and modulation of building facades, and colour and texture of building materials for such new developments.

2.3
Proposed Heritage Controls

The controls governing rehabilitation/redevelopment in the identified Heritage Areas 22, 23 and 24 of the study area are contained in the 'Central Area Heritage Study - Proposed Controls for Heritage Areas 11, 12, 13, 14, 16, 22, 23 and 24' (see footnote no. 11).

This Plan, therefore, relies on those controls when dealing with heritage preservation and infilling in the Dalhousie Street and Eastern Sub-Area of the Northeast Quadrant.

3.
LAND USE AND BUILT FORM

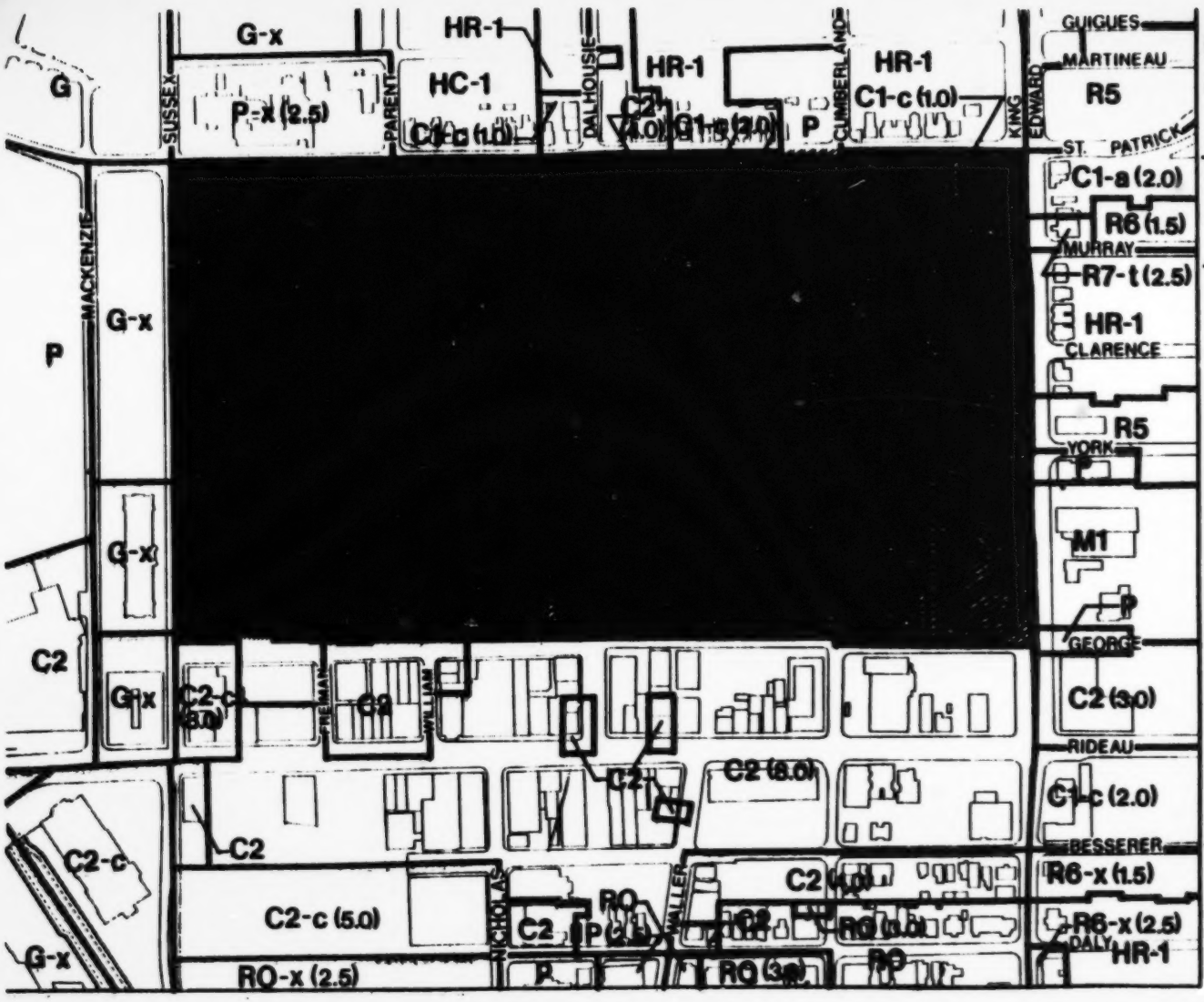
3.1
Introduction

The Northeast Quadrant, as noted in the introductory chapter to this Plan and shown on Map No. 2, is designated under Amendment No. 62 of the City's Official Plan as a 'secondary business area'. The area to the south, centered on Rideau Street, is designated a 'central business area' and the area to the west of the Quadrant as a 'government use area'. Not included in Amendment No. 62 are the areas to the north and to the east of the study area. Both areas, known as Lowertown West and Lowertown East neighbourhoods respectively, are designated under the City's Official Plan as 'residential areas'.

The secondary business area designation, which is intended to include all types of commercial uses as well as service industry uses ancillary to the central business area, is given greater specificity in the Comprehensive Zoning By-law AZ-64. As shown on Map No. 5, a variety of zoning designations governs the land use within the Northeast Quadrant. Prior to the temporary Holding By-law 82-80, enacted for the purpose of this planning study, Dalhousie Street and part of George Street east of Dalhousie Street were zoned C2(4.0) and C2(5.0), a general commercial land use designation. Most of the south side of St. Patrick Street and an area centered on Cumberland Street were zoned C1-c(2.0), a general commercial and residential land use designation. An area along part of the south side of York Street and along part of the east side of Cumberland Street was zoned M2-x(2.0), a light industrial land use designation. An area generally located between Dalhousie Street to the west, Murray Street to the north, Cumberland Street to the east and York Street to the south, and an area located immediately west of King Edward Avenue between George Street and the rear property line of the lots fronting on the north side of York Street were zoned RO, a residential/office land use designation, with densities (F.S.I.) varying from 1.5 to 3.0. An area located immediately west of King Edward Avenue, between the rear property line of the lots fronting on the south side of Clarence Street and the rear property line of the lots fronting on the north side of Murray Street, was zoned R7(2.5), a high density residential land use designation. Finally, an area located west of Cumberland Street between St. Patrick Street and Murray Street was zoned P, a public land use designation.

Generally, some relationship exists between the land use designations and the existing land uses. However, significant discrepancies do exist, especially in terms of the extent of the permitted land uses and densities. This is the case for the area located along Dalhousie Street north of York Street, the R7 zone located west of King Edward Avenue, and the RO zones located immediately east of Dalhousie Street and along the north side of York Street. Major discrepancies also exist in terms of conformity with the permitted land uses. This is the case for the C1-c zones located along the south side of St. Patrick Street and along both sides of Cumberland Street and for the M2-x zone located along the east side of Cumberland Street.

A further analysis of the existing land uses reveals that Dalhousie Street, with its type of commercial uses and the mixed commercial and residential land uses, fulfills, primarily, the role of a neighbourhood/district shopping area, and that the eastern sub-area, even though it accommodates a variety of commercial, office, industrial and public uses, remains, primarily, a residential area. The mixed land uses also depicts the transitional land use character and function of the study area between the commercial core area of the City and the inner-neighbourhoods, such as Lowertown West and Lowertown East.



Ottawa Central Area Aire centrale

Fringe Area-Northeast Aire secondaire-nord-est

Existing Zoning
prior to enactment of Holding By-Law 82-80

R5	Apartment Low Density
R6	Apartment Medium Density
R7	Apartment High Density
P	Public Use
RO	Residential Office
G	Government
C1	General Commercial
C2	Central Business Commercial
HC	Heritage Commercial
HR	Heritage Residential
M1	Light Industrial
M2	Intensive Light Industrial
	Byward Market-Sussex Drive Sub Area
	Dalhousie Street and Eastern Sub Areas

Drawn by-Dessiné par: W. Cloutheer
Date: March-mars 1979 PB 818

Feet / Pieds 200 100 50 0 0 50 100 Metres / Mètres

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5
Plan no.

TABLE I

LAND USE PER LOT AREA

Uses	Dalhousie Street				Eastern Sub-Area			
	sq. m. (sq. ft.)	hectares (acres)	%		sq. m. (sq. ft.)	hectares (acres)	%	
Residential	0	0	0		28,192 (303,144)	2.82 (6.96)	37.4	
Commercial	16,511 (177,534)	1.65 (4.08)	93.6		23,201 (249,471)	2.32 (5.72)	30.8	
Institutional	0	0	0		15,401 (165,607)	1.54 (3.80)	20.4	
Open Space & Parks	0	0	0		1,297 (13,950)	0.13 (0.32)	1.7	
Industrial	0	0	0		6,301 (67,758)	0.60 (1.49)	8.4	
Vacant Land	1,132 (12,170)	0.11 (0.28)	6.4		991 (10,654)	0.10 (0.24)	1.3	
Total	17,643 (189,704)	1.77 (4.36)	100		75,383 (810,584)	7.54 (18.61)	100	

Given the obvious differentiation in the land use functions between the Dalhousie Street Sub-Area and the Eastern Sub-Area of the Northeast Quadrant as shown on Table I, both areas are studied separately for the purpose of the following land use analysis.

3.2 Dalhousie Street Commercial Area

3.2.1 Introduction

The Dalhousie Street commercial area located within the Northeast Quadrant consists of the properties fronting on Dalhousie Street from George Street to the south to St. Patrick Street to the north. This portion of Dalhousie Street is predominantly commercial with some residential uses above grade. Combined with the balance of Dalhousie Street, north of St. Patrick, this sub-area serves as a focal neighbourhood shopping area to residents of Lowertown West.

The type of commercial uses one finds along that portion of Dalhousie Street depicts, however, two sub-areas. The properties fronting on Dalhousie Street between York and St. Patrick Streets (Area 1 on Map No. 6) accommodate local or district oriented commercial uses such as banks, restaurants, drug stores, jewelry stores, hardware, barber shop and beauty parlour, and other similar uses. The commercial uses fronting on Dalhousie Street between George and York Street (Area 2 on Map No. 6), namely the hotel (Holiday Inn) and the large office structure (Union du Canada), relate more to the commercial uses along Rideau Street and the Core Area of the Central Area than the uses in the Northeast Quadrant.
Excluded in this analysis is the property located at the northeast corner of Dalhousie and York Streets accommodating a beauty parlour and barber shop. This building has a heritage value and is, therefore, included in the heritage area (Heritage Area 22 in the Central Area Heritage Report) fronting on the north side of York Street between Dalhousie and Cumberland Street. It will be dealt with under the section dealing with the area east of Dalhousie Street.

3.2.2 The Planning Context

As noted previously, all of the Northeast Quadrant is designated a 'secondary business area' under amendment No. 62 of the City's Official Plan. This land use designation is given greater specificity in the City's Comprehensive Zoning By-law AZ-64. Under this by-law, the subject portion of Dalhousie Street is zoned C2, a general commercial zone which allows a wide range of commercial uses as well as limited public and residential uses. This zoning designation reflects most of the existing land uses fronting on Dalhousie Street.

Ottawa Central Area
Aire centrale

Fringe Area-Northeast
Aire secondaire-nord-est

Dalhousie Street + Eastern Sub Areas

Land Use + Built Form Areas

1 LOCAL/DISTRICT COMMERCIAL
2 GENERAL COMMERCIAL
3 HERITAGE RESIDENTIAL
4 SPECIAL HERITAGE PUBLIC
5 HERITAGE RESIDENTIAL + LIMITED COMMERCIAL
6 HERITAGE COMMERCIAL
7 MEDIUM SCALE RESIDENTIAL REDEVELOPMENT
8 SPECIAL MEDIUM SCALE RESIDENTIAL REDEVELOPMENT
9 HIGH SCALE RESIDENTIAL REDEVELOPMENT
10 HIGH SCALE RESIDENTIAL COMMERCIAL
11 HIGH SCALE RESIDENTIAL REDEVELOPMENT + LIMITED COMMERCIAL
12 MEDIUM SCALE COMMERCIAL INDUSTRIAL
13 HIGH SCALE COMMERCIAL INDUSTRIAL

Drawn by-Dessiné par: W. Clouther
Date: March-mars 1979 PB 818
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6 Plan no.

The permitted densities of the C2 zoning along Dalhousie Street between George and St. Patrick Streets vary from an F.S.I. of 5.0 south of Clarence Street to an F.S.I. of 4.0 from Clarence Street to St. Patrick Street. With the exception of the Union du Canada Building, none of the properties fronting along this portion of Dalhousie Street make full use of the development potential. Moreover, only a few are using more than 50% of the permitted densities. This is an indication of the 'over-zoning' that was instituted in the early 1960's when the Comprehensive Zoning By-law AZ-64 was enacted.

As stated in the introductory chapter (Section 1.2), two over-riding land use principles formed the basis for the distribution of land use types and densities that were contained in By-law AZ-64 and the City of Ottawa's Official Plan. Firstly, it was expected that the Central Area would remain the focal point of the whole metropolitan area and, therefore, intensive development of the Central Area would be encouraged not only in the Core of the Central Area but also within its Fringe Areas. Secondly, since the Official Plan anticipated that redevelopment was required within the larger area immediately surrounding the Central Area, the allocation process resulted in a high percentage of the total population and job opportunities of the region being assigned to the inner city neighbourhoods generally, and the Fringe Areas more specifically. Furthermore, in order to ensure that redevelopment would take place, the distribution of zoning densities was increased for the Central Area by about 40% (over-zoning).

The net effect of these decisions is that they tended to over-project the amount of land needed for future office space particularly in the greater Central Area (i.e. the Core and its surrounding residential Fringe Areas). This over-estimation of growth developed expectations of growth that did not materialize.

Given the above general land use description, the primarily neighbourhood/distrit commercial function of most of Dalhousie Street, the limited extent of the existing commercial uses in comparison to the permitted development potential and, given the City Council approved policies for the Central Area, the general intent of the land use and built form proposals is to recognize and consolidate the primarily neighbourhood/district commercial function of most of Dalhousie Street.

On the basis of the foregoing, two land use and built form areas are defined along Dalhousie Street as shown on Map No. 6. What follows is a more detailed analysis of these two land use and built form areas in terms of the existing zoning, land use and built forms. General land use proposals are then formulated and discussed, leading to an outline of detailed proposals.

3.2.3
The Local/District Commercial Area (Area 1)

The local/district commercial land use designation of the area fronting along both sides of Dalhousie Street between York and St. Patrick Streets (Area 1 on Map No. 6) is meant to underline the local/district nature of most of the existing commercial uses. It also depicts the main neighbourhood commercial shopping function of Dalhousie Street in the Northeast Quadrant and in the whole of the Lowertown West neighbourhood.

3.2.3.1
Review of Existing Zoning

The subject area is presently zoned C2, a general commercial zone which allows, in addition to limited public and residential uses, a wide range of retail and office uses. The permitted densities vary from an F.S.I. of 4.0 for the four block faces located between St. Patrick and Clarence Street to an F.S.I. of 5.0 for the two block faces located between Clarence and York Street. The maximum building heights, established under Amendment No. 62 of the City's Official Plan, range from 79.3 metres (260 feet) to 112.2 metres (368 feet) on a west to east and south to north sliding scale. Hence, buildings could vary in height from 26 storeys to 37 storeys given the required lot sizes.

Other requirements under the C2 zoning pertain to yards, other open spaces and parking. For instance, no yards or other open spaces are required for commercial uses. In the case of residential uses, however, there are requirements for a front yard setback of 3 metres (10 feet) and side and rear yard setbacks varying from 0 to 12.2 metres (40 feet) depending upon the type of windows/windowless wall conditions facing rear or side yards. Also, the side and rear yards requirements are based upon the height of a building in each situation where maximum setbacks of 12.2 metres (40 feet) are required for buildings over 10.6 metres (35 feet). Parking is required for residential uses only at a rate of 0.5 spaces per dwelling unit.

3.2.3.2
Review of Existing Land Uses

Land Uses

A detail analysis of the existing land uses indicates a close relationship between existing uses and permitted uses. As shown on Table II, Dalhousie Street between St. Patrick and York Streets accommodates, at grade, twenty-nine (29) commercial establishments totalling 6,988 square metres (75,140 square feet) of floor space.

TABLE II

Land Uses along Dalhousie Street
(York to St. Patrick Street)

Uses	Existing sq. m.(sq.ft.) Local/district	Regional	Total	Vacant Bldgs.	Vacant Lots
Commercial at grade	5,648 (60,730)	1,340 (14,410)	6,988 (75,140)	216 (2,320)	1,132 (12,170)
Above grade	0	2,920 (31,395)	2,920 (31,395)	180 (1,935)	-
Total	5,648 (60,730)	4,260 (45,805)	9,908 (106,535)	396 (4,255)	1,132 (12,170)
%	57%	43%	100%		
Residential at grade	-	-	-	-	-
Above grade	4,417 (47,495)	-	4,417 (47,495)	-	-
Total	10,065 (108,225)	4,260 (45,805)	14,325 (154,020)	396 (4,255)	1,132 (12,170)
%	70%	30%	100%		

These commercial uses include a bank, a caisse populaire, two restaurants, two drug stores, three jewelry stores, a hardware store, a paint and wallpaper shop, an hair stylist shop, a dry cleaning establishment, a book store, two flower shops, a pool room and game arcade, a confectionnery, a shoe store, two men's clothing stores, a photo studio, an alcoholic detoxication centre, a coin and stamp shop, two home appliance retail and service establishments, a cycle and ski shop, a medical supply establishment, and a sound equipment establishment. If one excludes one vacant store outlet, totaling 216 square metres (2,320 square feet), a vacant lot and a lot accommodating the ruins of a restaurant destroyed by fire, totalling 1,132 square metres (12,170 square feet) of floor space, these stores occupy the Dalhousie Street frontage in a continuous built form. Twenty-two (22) of the twenty-nine (29) commercial establishment

totalling 5,648 square metres (60,730 square feet) of floor space are defined as local/district commercial uses primarily geared to meet the local and district needs, whereas only the last seven commercial establishments enumerated above and totalling 1,340 square metres (14,410 square feet) of floor space are defined as regional commercial uses.

Above grade, the commercial uses are not as extensive, sharing the floor space with some residential uses. The commercial uses amount to 2,920 square metres (31,395 square feet) of floor space and consist of the offices of a law firm, medical offices, the offices of a service club headquarters, the offices of a broker, a bilingual school of commerce, a high fashion school and a cultural club. These seven regionally-oriented commercial uses are sporadically located on the second floor of six buildings accommodating retail uses on the ground floor. Only one of these buildings has a third floor accommodating office uses. There is also 180 square metres (1,935 square feet) of vacant office floor space on the second floor of a seventh building.

The remaining eight (8) buildings along the subject portion of Dalhousie Street with a second floor or more accommodate residential uses totalling 4,417 square metres (47,495 square feet) of floor space.

The total commercial uses along Dalhousie Street between York and St. Patrick Street (excluding the north east corner of York and Dalhousie Streets) amount to 9,908 square metres (106,535 square feet) of floor space of which 5,648 square metres (60,730 square feet) or 57% are defined as local/district commercial uses and 4,260 square metres (45,805 square feet) or 43% are regional commercial uses. These figures exlcude 396 square metres (4,255 square feet) of vacant commercial floor space and 1,132 square metres (12,170 square feet) of vacant land. This demonstrates the primary neighbourhood commercial function of Dalhousie Street north of York Street.

This neighbourhood function is further emphasized when the existing 4,417 square metres (47,495 square feet) of residential floor space located above grade is added to the 5,648 square metres (60,730 square feet) of local/district commercial uses for a total of 10,065 square metres (108,225 square feet) of locally-oriented commercial/residential floor space. This amounts to 70% of the total 14,325 square metres (154,020 square feet) of occupied commercial/residential floor space located along the subject portion of Dalhousie Street. The remaining 4,260 square metres (45,805 square feet) or 30% of the occupied floor space consists of regionally-oriented floor space.

Density

The extent of the uses described above indicates that none of them have made maximum use of the densities permitted under the present C2(4.0) and C2(5.0) zonings. The majority of the existing commercial/ residential uses fully occupy their respective lots. However, less than one-half (44.7%) of the allowed density has been utilized as shown in Table III below. If one excludes the residential uses which corresponds to 14.9% of the allowed densities for residential uses, the extent of the existing commercial uses corresponds to only 30.8% of the permitted density for commercial floor space. This is a clear indication of the excessive zoning that was instituted on Dalhousie Street seventeen years ago with the enactment of By-law AZ-64.

TABLE III

Existing Densities along Dalhousie Street
(York to St. Patrick Streets)
in square metres (square feet)

	Commercial	Residential	Total	Land Area
Existing Floor Space (including vacant floor space)	10,403 (110,795)	4,417 (47,495)	14,820 (158,290)	-
%	70.2	29.8	100	-
Potential Floor Space				
C2(4.0)	21,127.38 (227,176.08)	-	21,127.38 (227,176.08)	5,281.8 (56,794)
or	2,640,92 (28,397.01)*	18,486.45 (198,779.07)	"	"
C2(5.0)	12,278.78 (132,029.85)	-	12,278.78 (132,029.85)	2,455.8 (26,406)
or	1,227.88 (13,202.98)*	11,050.90 (118,826.87)	"	"
Total	33,406.15 (359,205.93)	-	33,406.15 (359,205.93)	7,737.6 (83,200)
or	3,868.80 (41,599.99)*	29,537.35 (317,605.98)		
% of Potential	30.8	14.9	44.1	

* Mandatory commercial uses on 50% (or more) of the ground floor.

The expected growth over the past fifteen years never materialized as only expansion of existing uses (i.e. Caisse Populaire Notre Dame), infilling (Goldstein and J. Claude Hair Stylist) and the construction of a three storey office building (Lauzon Building) took place since the enactment of By-law AZ-64, and none of these redevelopments has made full use of the permitted densities. Two of the buildings, however, can accommodate additional floors and make up the permitted full F.S.I.

3.2.3.3
General Proposals

a) Land Uses

It is proposed that a wide range of commercial uses be permitted along Dalhousie Street between York Street and St. Patrick Street (Area 1 on Map No. 6) to adequately meet the needs of the present and future population of the Northeast Quadrant and Lowertown West neighbourhood, and that such uses be environmentally compatible with the neighbourhood character and function of Dalhousie Street. (Section 3.2.3.5.1)

b) Parking

It is proposed that no parking be required for both the commercial and residential uses. (Section 3.2.3.5.1)

c) Density

1. It is proposed that a floor space to lot area ratio of 4.0 be permitted along most of the Dalhousie Street frontage, but where commercial uses would be limited to one-half (1/2) of the permitted density. (Section 3.2.3.5.2).

2. It is proposed that a F.S.I. of 4.0 be placed on the property at the southwest corner of St. Patrick and Dalhousie Streets with commercial uses limited to a maximum density of 3.0 F.S.I. and residential uses to the remaining potential. (Section 3.2.3.5.2)

d) Built Form Controls and Amenity Space Requirements

It is proposed that appropriate built form controls and amenity space requirements in keeping with the local/ district commercial/residential function of Dalhousie Street be applicable to the area along Dalhousie Street between York and St. Patrick Streets. (Section 3.2.3.5.1)

3.2.3.4
Rationale

Land Use

The detailed analysis of the existing land uses described above and highlighted in Table II reveals that commercial uses defined as local/district uses amount to 57% whereas the regionally oriented use amounts to 43% of the total commercial uses along Dalhousie Street between York and St. Patrick Streets. Despite this relatively high percentage of regional commercial uses, the Dalhousie Street commercial strip is, essentially, a local commercial strip.

Firstly, Dalhousie Street is a traditional shopping area geared to meet the local convenience needs of the francophone community of Lowertown, particularly that of the Lowertown West neighbourhood. In this regard, the intent of this Plan is to consolidate and emphasize the local/district commercial function of Dalhousie Street so that it continues to adequately meet the needs of the existing and future population of Lowertown West (an expected additional 3,000 and 4,000 persons) and of part of Lowertown East.

Its role is also secondary to that of the Core/Market area. Rideau Street, with its large department stores and other retail uses, is a regional shopping area serving the Ottawa-Hull region. Its planned conversion into a bus transit mall with an improved shopping environment and the scheduled Rideau Centre Project immediately to the south of Rideau Street would consolidate and reinforce the regional commercial function of the Rideau Street area. As for the ByWard Market/Sussex Drive area, it is a specialty shopping area with its fresh produce, specialty retail goods and restaurants. It also serves a regional market, and its heritage character further adds to the attractiveness of this unique shopping area. The proximity of Dalhousie Street to these two areas allows the subject area to benefit from the commercial magnetism of both the Rideau Street and the Market areas, thus the presence of regionally-oriented uses. The intent of this Plan, as sated in the City Council approved policies for the Central Area, is to limit regional commercial uses to the Core Area in order to strengthen its regional commercial function. One of the means of achieving this is to reduce the commercial potential of surrounding areas, particularly office potential within the Fringe Areas of the Central Area.

If one combines the existing 4,417 square metres (47,495 square feet) of residential floor space with the existing 5,648 square metres (60,730 square feet) of local/district commercial floor space, the total locally-oriented uses (commercial and residential) would amount to 10,065 square metres (108,225 square feet) of floor space. Dalhousie Street north of York Street would be seen then as a predominantly neighbourhood-oriented area where 70% of the total floor space is local commercial/residential uses compared to 30% of regional commercial floor space. To encourage a residential and commercial land use mix similar to what exist presently along Dalhousie Street, north of York Street, would meet, also, one of the main planning objectives of the Northeast Quadrant: that of favouring residential redevelopment.

Density

The development potential under the existing C2(4.0) and C2(5.0) zonings is approximately 33,406 square metres (359,206 square feet) of commercial and/or residential floor space. The total existing floor space along the subject portion of Dalhousie Street amounts to 14,820 square metres (158,290 square feet) of which 10,403 square metres (110,795 square feet) or 70.2% consists of commercial floor space and 4,417 square metres (47,495 square feet) or 29.8% of residential floor space as shown on Table III.

A comparison between the existing floor space and the development potential under the existing zoning reveals that the commercial uses amount to only 30.8% of the allowable floor space if fully developed commercially. If one adds the existing residential floor space to the existing commercial floor space, the total floor space along Dalhousie Street from York Street to St. Patrick Street amounts to 44.1% of the permitted commercial/ residential development potential.

This analysis clearly demonstrates the excessive zoning that presently exists along Dalhousie Street. Very little use of the permitted development potential has been made by property owners since the enactment of By-law AZ-64, some seventeen years ago. Moreover, the existing commercial floor space (30.8% of the development potential) includes 396 square metres (4,255 square feet) or 3.8% of vacant retail and office space. It excludes, however, the 1,132 square metres (12,170 square feet) of vacant land (two lots) that are zoned for commercial uses.

Under the proposed land use designation, only half of the permitted density of 4.0 would be allowed to accommodate commercial uses; the remaining F.S.I. (2.0) can be used for residential purposes only if full redevelopment takes place. The existing commercial floor space would then amount to 66.6% of the new development potential allocated for commercial purposes compared to 30.8% under the present zonings as shown on Table IV. The existing residential floor space would correspond to 28.5% of the remaining development potential (2.0 F.S.I.) compared to 14.9% under the present zonings if the full commercial potential of 2.0 F.S.I. is used. The residential floor space can, however, be greater than an F.S.I. of 2.0 if, for instance, only one quarter (1.0 F.S.I.) of the permitted density is developed commercially and the remaining 3.0 F.S.I. is developed for residential purposes.

TABLE IV

Proposed Densities Along Dalhousie Street
(York to St. Patrick Street)
(in square metres (square feet)

	Commercial	Residential	Total
Existing Floor Space (including vacant)	10,403 (110,795)	4,417 (47,495)	14,820 (158,290)
%	70.2	29.8	100
Potential Floor Space F.S.I. (4.0)	15,475 (166,400)	15,475 (166,400)	30,950 (332,800)
%	50	50	100
% of Potential	66.6	28.5	47.6
Remaining Growth Potential in %	33.4	71.5	52.4

Hence, a 50% reduction in the commercial floor space potential would still allow for a commercial growth potential of 33.4% from what exist at the present time or an additional 5,171 square metres (55,605 square feet) of retail/office space. It is to be noted that this growth potential does not include the existing 396 square metres (4,255 square feet) of vacant commercial floor space that has yet to be utilized.

Moreover, retaining and encouraging residential development along the subject portion of Dalhousie Street would support the present local shopping function of the street and would assist in meeting one of the main goal of this Plan which is to favour residential development in the Northeast Quadrant as a Fringe Area to the Central Area.

There is, however, one site that has to be zoned differently due to the existing uses. The Lauzon Building, located at the southwest corner of St. Patrick and Dalhousie Street, accommodates three floors of office space corresponding to an F.S.I. of 3.0. The permitted density under the present zoning is 4.0. To limit the commercial density of the subject site to an F.S.I. of 2.0 would result in the creation of a major non-conforming use which would be contrary to any good planning principle. In order to reflect the existing land use of the area and allow some potential for residential redevelopment a density of 4.0 where commercial uses amount to a maximum F.S.I. of 3.0 would be more appropriate and in line with the planning proposals brought forward in this Plan.

Parking

Parking is not required for both the commercial and the residential uses as the average size of the existing lots are too small to accommodate parking in a practical manner. Moreover, the subject portion of Dalhousie Street is a local/district shopping area primarily geared to serve local residents and is located in proximity to the Core Area and to adequate transit and public parking services.

Building Heights

The height of the existing buildings along Dalhousie Street north of York Street varies from one to four storeys with the majority having three storeys. The maximum permitted heights under the present zoning and according to Amendment No. 62 of the City's Official Plan vary from 26 to 37 storeys. There is, therefore, a considerable disparity between the height of the existing buildings and the maximum permitted heights. Moreover, considering the local commercial/residential character and function of Dalhousie Street, the maximum heights are quite unrealistic.

Maximum building heights in the order of 21.4 metres (71 feet) with lower building heights on those parts of the lots abutting heritage areas would be more appropriate. Such building heights would also take into consideration the proposed commercial/residential density of 4.0 F.S.I. Finally, it would allow maximum use of the land while still achieving a scale that is compatible with adjacent heritage areas and with the overall medium scale built form recommended for the Northeast Quadrant.

Yard Requirements

Most of the existing buildings along the subject portion of Dalhousie Street occupy their full lot sizes. This is also true for the residential components of these buildings, as most of those that do accommodate residential dwelling units were built prior to AZ-64 and other by-laws that required minimum yard setbacks for residential uses.

Side and rear yard requirements, along with building height controls, play an important role in determining the built form. Minimum yard setbacks allows developers to maximize the use of their land whereas restrictive yard requirements could be a severe constraint on redevelopment potential of many sites. Both of these requirements frequently result in poor urban design.

The main objective for the requirement of side and rear yards is to ensure privacy to individual units and to ensure access to light and air to adjacent uses. Given this aim, side and rear yards requirements should be based on the separation distance between windows, walls and lot lines,

and/or a combination thereof, with particular attention given to windows related to living spaces (living room, kitchen, etc.) as opposed to utility spaces (staircases, hallways).

A study of existing yard requirements under AZ-64 (Separation Space Study) has revealed that they may be too restrictive under certain circumstances thus limiting the potential for optimum use of the lands. The proposed side and rear yard requirements are based on the separation distance between windows, walls, and lot lines without any set angles. This would allow greater flexibility in the built form and the possibility of making better use of the lands.

Moreover, these new requirements differ from those developed for the heritage areas. Site development controls in the proposed residential redevelopment areas not containing any recognized heritage buildings need not be concerned with heritage preservation but rather with the scale of the future built form in relationship with the scale of adjacent heritage and non-heritage areas.

As for the commercial uses, the object is to retain the present local/district character and scale. Hence, not requiring any front yard setbacks and allowing the commercial components of any building to occupy the full width of the lots would reflect the existing uses and maintain the present character of the subject portion of Dalhousie Street.

Amenity Space

An asnalysis of the amenity space in existing multiple unit developments in the Central Area has revealed that a deficiency exists in terms of the amount of space provided. Where provided, many of these spaces were proven impractical (Amenity Space Study). For this reason, new requirements, more appropriate to a downtown area such as the Northeast Quadrant, were developed. A minimum of 15% landscaped open spaces is required for residential mixed use developments. This is less than the present 30% requirement under By-law AZ-64. What is also required, which is not the case under the present by-law, is the provision of a minimum amount of amenity space. This minimum shall not be less than the sum of the amounts required per dwelling unit by type using defined minimum areas. In order to ensure the practicality of the space provided, a minimum dimension for balconies is proposed. Such balconies would be accounted for in the total provision of amenity space.

These amenity space requirements for projects located along Dalhousie Street are generally those required for redevelopment/infill projects located in heritage residential areas, with the provision of a minimum amount of recreation space. There is no differentiation between shared and personal outdoor spaces and its distribution, as is the case for the residential heritage area. This allows greater flexibility in designing new developments thus increasing their opportunity to be of a compatible built form with adjacent heritage areas.

3.2.3.5
Proposed Land Use and Built Form Controls

3.2.3.5.1
Land Use

a) General Principle

To recognize the local/district commercial function of Dalhousie Street and to adequately meet the commercial needs of the present and future population of the Northeast Quadrant and that of the Lowertown West.

b) Specific Proposals

Permitted Uses

Public Uses

.community centre (as defined under AZ-64 and its amendments)
.place of worship including an associated place of public assembly

.public or private recreation or cultural facility.

Residential Uses

.apartment dwelling
.dwelling units located in a building containing commercial or public uses as set out under this section

Commercial Uses

.bank
.blueprinting or photostating establishment
.catering establishment
.custom workshop
.eating establishment
.film exchange
.laboratory
.licensed day nursery
.office
.personal service business
.place of public assembly
.printing establishment
.private club or lodge
.repair business if conducted wholly within a completely enclosed building
.retail business
.school, including a school operated for profit or gain
.studio
.tourist establishment

Accessory Uses

Building or use accessory to a use permitted in this section, if the building is located on the same lot and is not used for human habitation, and if the accessory use does not involve any kind of manufacture, compounding, processing or treatment of products other than that which is clearly incidential and essential to the principal use, and if all such products are sold only at retail on the premises.

Parking

No parking is required for both the commercial and residential uses.

3.2.3.5.1
Density, Built Form Controls and Amenity Space

General Principles

i) To limit the extent of the commercial uses so that it corresponds to the local/district function of Dalhousie Street as defined by Area 1 on Map No. 6.

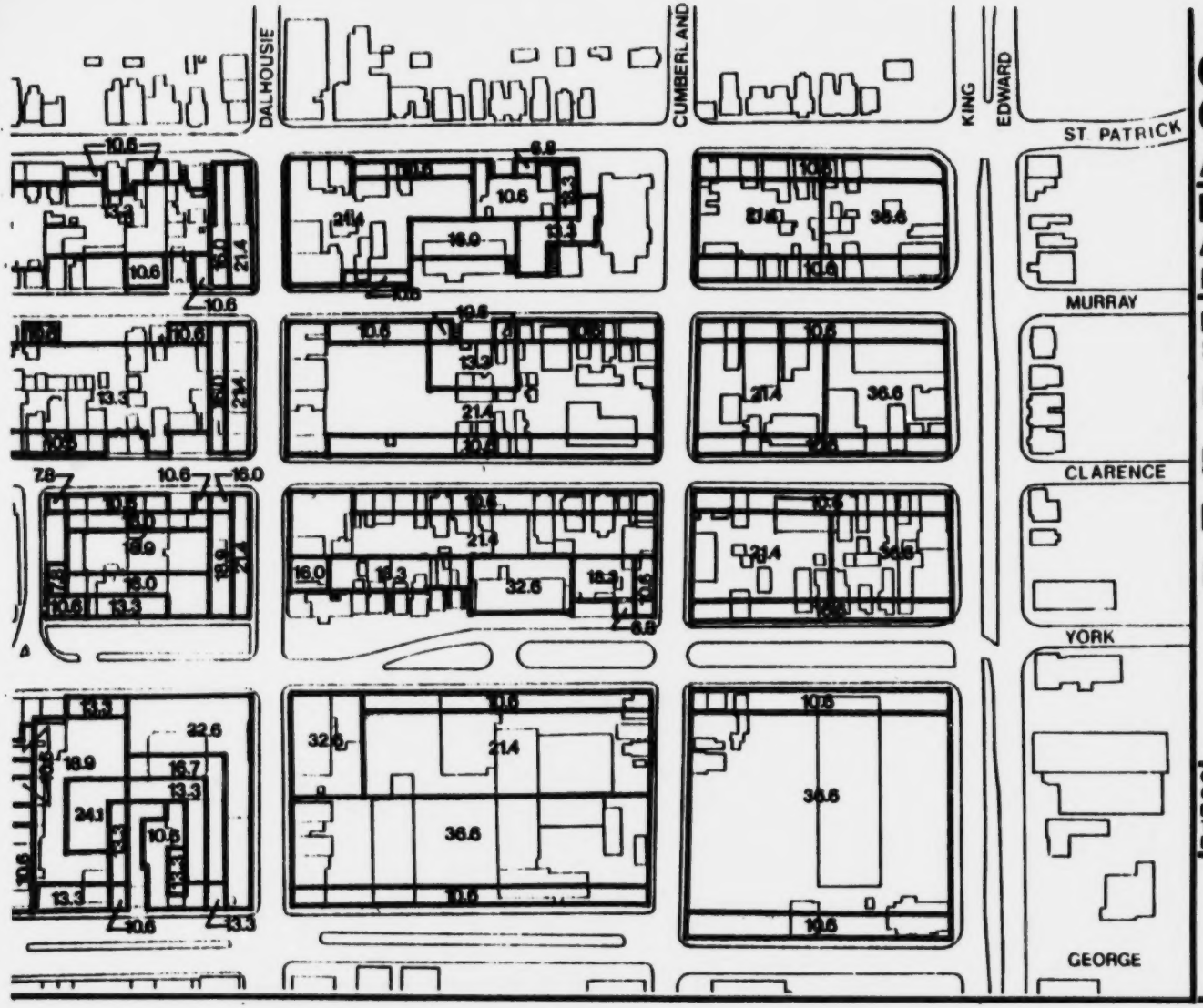
ii) That new built form controls and amenity space provisions be required in order to ensure the compatibility of any new development with the present scale and character of Dalhousie Street and with the adjacent heritage areas.

Specific Proposals

a) Density

That a density of 4.0 F.S.I. be permitted along Dalhousie Street from York to St. Patrick Streets where commercial uses would be limited to 50% (F.S.I. of 2.0) of the permitted density.

That a density of 4.0 F.S.I. be permitted on the lot located at the southwest corner of St. Patrick Street and Dalhousie Street (Lauzon Building) where commercial uses would be limited to an F.S.I. of 3.0.



Ottawa Central Area Aire centrale

Fringe Area-Northeast Aire secondaire-nord-est

Dalhousie Street + Eastern Sub Areas

Building Heights

- Boundaries of Building Heights
- 10.6 Permitted Building Height Above Grade (in metres)
- Permitted Location of "Links"

City of Ottawa-Ville d'Ottawa
Community Development-Planning Branch
Développement Communautaire-Section d'urbanisme
Technical Services Division
Division des services techniques

Drawn by-Dessiné par: W. Clouthier
Date: March-mars 1979 PB 818

Feet Pieds 300 100 0 30 60 Metres Mètres

Revised-Révisé

7 Plan no.

b) Building Height

That the maximum heights of any building be those established in the City Council approved Central Area Heritage Study for Heritage Areas 16, 17, 19 and 22 for those lots located adjacent to these Heritage Areas and at 21.4 metres (71 feet) for the remaining subject portion of Dalhousie Street as shown on Map No. 7.

c) Lot Size

No minimum or maximum lot size shall be required.

d) Separation Space Between Buildings

That the front, side and rear yard requirements be those that are set out in the City Council approved Report dealing with Separation Space in the redevelopment areas of the Fringe Areas of the Central Area.

e) Amenity Space Requirements

That the amenity space requirements be those that are set out in the City Council approved Report dealing with Amenity Space in the redevelopment areas of the Fringe Areas of the Central Area.

3.2.4
The General Commercial Area (Area 2)

The general commercial land use designation encompasses the Dalhousie Street frontage between York and George Streets as shown by Area 2 on Map No. 6. This one block section of Dalhousie Street accommodates the Holiday Inn on the west side and the Union du Canada and other less extensive commercial uses on the east side.

3.2.4.1
Review of Existing Zoning

The subject portion of Dalhousie Street is currently zoned C2, a general commercial zone which allows, in addition to limited public and residential uses, a wide range of retail and office uses. The permitted density is set at an F.S.I. of 5.0 and the maximum building heights established under Amendment No. 62 of the City's Official Plan are set at 79.3 metres (260 feet) and 85.4 metres (280 feet) above grade for the west side and east side of Dalhousie Street respectively. Hence, buildings of 26 and 28 storeys can be erected given the required lot sizes.

Other requirements under the C2 zoning pertain to yards and other open spaces and parking. No yards and other open spaces are required for commercial uses. In the case of residential uses, however, there are requirements for a front yard setback of 3 metres (10 feet) and side and rear yard setbacks varying from 0 to 12.2 metres (40 feet) depending upon whether the outside walls of a building contain windows that face side or rear lot lines or other walls on the site containing windows. Also, the side and rear yard requirements are based upon the height of a building in each situation. Maximum setbacks of 12.2 metres (40 feet) are required for buildings over 10.6 metres (35 feet).

Parking is required for residential uses only at a rate 0.5 spaces per dwelling unit.

3.2.4.2
Review of Existing Land Uses

Land Uses

A brief analysis of the existing land uses along Dalhousie Street between York and George Street has revealed a close relationship between the permitted and the existing uses. The west side of this portion of Dalhousie Street accommodates a major hotel with its associated restaurant, coffee shop and variety shop. The east side accommodates a major office building with a book store and a specialized clerical supply store on the ground level. There are also seven other office and retail uses on this side of the street. As shown on Table V below, the existing

commercial uses amount to 20,198 square metres (217,170 square feet) of floor space of which 9,920 square metres (106,670 square feet) or 49.1% is hotel use, 8,212 square metres (88,300 square feet) or 40.7% is office use and only 2,065 square metres (22,200 square feet) or 10.2% of the existing commercial floor space is retail use. Of the total 20,198 square metres (217,170 square feet) of commercial floor space, the regionally oriented commercial uses, consisting of the hotel, the office uses and two specialized retail uses, amount to 18,738 square metres (201,470 square feet) of the total floor space or 92.8%. The remaining 1,460 square metres (15,700 square feet) of floor space or 7.2% are defined as local/district commercial uses.

TABLE V

Existing Land Uses and Density
Along Dalhousie Street
(York to George Street)
in sq. m (sq. ft.)

Uses	Local/ District	Regional	Total	Land Area	Density 5.0	% of Potential
Hotel	—	9,920 (106,670)	9,920 (106,670)	4,696 (50,497)	23,481 (252,485)	42.2
%	-	49.9	49.9	-	-	-
Office	-	8,212 (88,300)	8,212 (88,300)	2,576 (27,703)*	12,882 (138,515)	63.7
%		40.7	40.7	-	-	-
Retail	1,460 (15,700)	605 (6,500)	2,065 (22,200)	1,500 (16,134)	7,502 (80,670)	27.5
%	7.2	3.0	10.2	-	-	-
Total	1,460 (15,700	18,738 (201,470)	20,198 (217,170)	8,773 (94,334)	43,865 (471,670)	46.0
%	7.2	92.8	100	-	-	-

* Land accommodating office uses plus their associated retail uses on ground level.

This clearly demonstrates the regional commercial function of this portion of Dalhousie Street.

Density

Table V also indicates that nearly half of the density permitted under the present C2(5.0) zoning has been used. The existing developed floor space corresponds to 46.0% of the permitted density under the present zoning. The hotel use and the office uses, however, do not fully occupy their lot as substantial land area is used to accommodate the required parking. In fact 3,035 metres (32,630 square feet) or 34.6% of the total 8,773 square metres (94,334 square feet) of land area along the subject portion of Dalhousie Street is used for parking. Most of the existing retail uses utilize only 27.5% of the permitted density of 5.0 F.S.I.

Hence, the existing overall density (46.0%) of the commercial uses along Dalhousie Street between York and George Street is significantly greater than that of the local/district commercial uses (30.8%) located north of York Street. The land is also more intensely developed as less land is used to accommodate significantly more commercial floor space.

Built Form

The resulting built form of such a land use is that of a more massive building design such as the Holiday Inn and highrise development such as the Union du Canada Building. The land coverage is also not as continuous as the land uses located along Dalhousie Street north of York Street since approximately one third (1/3) of the land area is used for parking purposes associated with the hotel and offices uses.

3.2.4.3
General Proposals

a) Land Uses

It is proposed that a full range of commercial uses be permitted along Dalhousie Street between York and George Streets as shown by Area 2 on Map No. 6 as it is functionally an extension of the commercial uses found immediately to the south of the subject area. (Section 3.2.4.5.1)

b) Parking

It is proposed that the parking requirements be those that are set out under By-law AZ-64 and its amendments. (Section 3.2.4.5.1)

c) Density

It is proposed, given the extent of the present land uses, that a density of 5.0 F.S.I. be permitted. (Section 3.2.4.5.2)

d) Built Form Controls and Amenity Space Requirements

It is proposed that the built form controls and amenity space requirements to be identified for the commercial uses located along Rideau Street as part of the Core Area Study of the Central Area be also applicable to Area 2 as shown on Map No. 6. (Section 3.2.4.5.2)

3.2.4.4
Rationale

Land Use

The land use analysis described above and highlighted on Table V reveals that the type of commercial uses found in the subject area is more closely associated with the regional commercial uses accommodated along Rideau Street which forms part of the commercial Core Area of the Central Area. The subject area south of York Street accommodates 92.8% of regionally oriented commercial floor space compared to 41.4% of the total commercial floor space (or 28.4% if one includes the residential floor space) north of York Street. A major hotel and an eleven storey office building accounts for most of the floor space located within the subject rea.

By virtue of its primarily regional commercial function, the subject portion of Dalhousie (York to George Streets) relates more to the downtown commercial uses located along Rideau Street and the Core Area as a whole than with the Northeast Quadrant and Lowertown West. Hence, the range of uses to be permitted should be similar to those that are or would be permitted along Rideau Street.

However, the Rideau Street area as well as the whole of the Core Area of the Central Area is presently the subject of a planning study. This study has yet to translate the planning policies defined in the Policy Report into more specific planning proposals. It is for this reason that no detailed land use recommendations are outlined in this Plan for the subject area. Instead, the Plan is relying on the findings of the Core Area Planning Study to arrive at a set of appropriate land use proposals that will govern the future of Area 2 on Map No. 6.

Parking

The parking requirements as presently set out under By-law AZ-64 and its amendments are felt to be adequate to serve the need of the present and future uses in the subject area.

Density

The above land use analysis showed that 46.0% of the permitted 5.0 F.S.I. has been used. It was also indicated that the use of the land was more intensive, resulting in the development of a massive building and a highrise with a significant amount (34.6%) of land area devoted to parking. It should also be noted that the Dalhousie and York Streets intersection is developed to near its aloted density whereas the area northeast of the George and Dalhousie Streets intersection is the least developed portion of Area 2 if one excludes the hotel's underground and surface customer parking facility located at the northwest corner of the said intersection.

Hence, in order to reflect the medium to high density of most of the existing land uses, the present F.S.I. of 5.0 would not be excessive as, in reality, only one-quarter of the subject area can expect redevelopment in the future. Such a density recognizes also the fact that the subject area would act as a transition between the high density commercial Core Area immediately to the south and the low-to-medium density local/district commercial area immediately to the north. On that basis, an F.S.I. of 5.0 should constitute a maximum.

Built Form Controls and Amenity Space Requirements

Notwithstanding the proposed density, the built form controls and amenity space requirements that should be applied in Area 2 as shown on Map No. 6 should be similar to those developed for the Rideau Street area. This would ensure compatibility of any new developments with the built form that would be permitted in the Core Area. It would recognize also the regional function and character of the subject area.

The maximum building heights, however, should be limited due to the proximity of the special heritage commercial character of the Market area and the nearby heritage commercial area along the north side of York Street east of Dalhousie Street. The building heights should also take into consideration the existing built form and the proximity of the area to the commercial Core Area.

3.2.4.5
Proposed Land Uses and Built Form Controls

3.2.4.5.1
Land Uses

a) General Principle

To recognize the regional commercial function of that part of Dalhousie Street defined by Area 2 on Map No. 6 and its close relationship with Rideau Street and the Core Area as a whole.

b) Specific Proposals

Permitted Uses

The permitted land uses are those set out under a C2 zone under By-law AZ-64 unless the Core Area Planning Study of the Central Area, as it pertains to Rideau Street, defines a new range of uses to be permitted.

Parking

As set out under By-law AZ-64 and its amendments unless revised by the current review of parking in the Central Area.

3.2.4.5.2
Density, Built Form Controls and Amenity Space

a) General Principles

i) To recognize the regional commercial function and character of that part of Dalhousie Street defined by Area 2 and Map No. 6.

ii) To recognize the role the subject portion of Dalhousie Street plays as a transitional area between the Core Area and the local/district commercial area.

iii) To ensure the compatibility of any new developments with adjacent areas.

b) Specific Proposals

Density

That the permitted density should not exceed an F.S.I. of 5.0.

Building Heights

That the maximum heights of any buildings be those established in the City Council approved Central Area Heritage Study for Heritage Area 19 for those areas adjacent to Heritage Area 19 and at 32.6 metres (107 feet) for the remaining subject portion of Dalhousie Street as shown on Map No. 6.

Lot Size

No minimum or maximum lot sizes shall be required.

Separation Distance Between Buildings

That the front, side and rear yard requirements be those established in the Core Area Planning Study pertaining to Rideau Street.

Amenity Space Requirements

That the amenity space requirements be those established in the Core Area Planning Study pertaining to Rideau Street.

3.3
The Eastern Sub-Area

3.3.1
Introduction

The third sub-area of the Northeast Quadrant beside the By-Ward Market area and the Dalhousie Street commercial area consists of the remaining area located east of the Dalhousie Street here referred to as the Eastern Sub-Area. It is bounded by St. Patrick Street to the north, King Edward Avenue to the east, George Street to the south and essentially, the rear property lines of the lots fronting on the east side of Dalhousie Street. This sub-area comprises of a variety of residential, public, commercial and industrial uses.

Most of the residential and public uses are located north of York Street and are closely related with the remaining part of the Lowertown West neighbourhood located north of St. Patrick Street. The commercial and industrial uses, most of which are located between York and George Streets, relate more to the Core Area of the Central Area.

3.3.2
The Planning Context

The present 'secondary business area' designation of the Eastern sub-area under Amendment No. 62 of the City's Official Plan, which is intended to include all types of commercial uses, as well as service industry and other industrial uses ancillary to the Central Area, and such special functions as the By-Ward Market, is given greater specificity in the

comprehensive Zoning By-law AZ-64. Under this By-law, a variety of zoning designations govern the land uses east of Dalhousie Street as shown on Map No. 5. Over half of the subject area is zoned RO, a residential and office zone, and C1-c, a general commercial and residential zone, with densities varying from 1.5 to 2.5 and 3.0 for the RO zones and from 1.0 to 2.0 for the C1-c zones. Most of the RO zones are located immediately east of Dalhousie Street between York and Murray Street, along York Street at King Edward Avenue and along King Edward Avenue south of York Sreet. The C1-c zones are located along most of the south side of St. Patrick Street and along both sides of Cumberland Street between Murray and York Streets.

The area located on the south side of York Street, east and west of Cumberland Street, and the area east of Cumberland between York and George Streets are zoned M2-x, an industrial zone with a permitted density of 2.0 F.S.I. The area located immediately to the west of King Edward Avenue between the north side of Murray Street and the south side of Clarence Street is zoned R7, an apartment dwelling zone with a permitted density of 2.5 F.S.I. The area located on the north side of George Street between Dalhousie and Cumberland Streets is zoned C2, a general commercial zone where a density of 5.0 F.S.I. is permitted. Finally, public uses only (P zone) are permitted in most of the area located west of Cumberland Street between St. Patrick and Murray Streets.

This clearly demonstrates the extent, within the area east of Dalhousie Street, where retail/office uses are permitted. This includes the M2-x zone where, in addition to industrial uses, a greater range of commercial uses is permitted than under a standard M2 zoning. Also, only one zone (R7), covering approximately one and one half (1-1/2) city block, allows exlcusive residential uses. Finally, the densities range from low to high with F.S.I. varying from 1.0 to 5.0. Hence, little relationship exists between the existing zoning and most of the existing uses, particularly with the RO zoning, as most of the area east of Dalhousie Street is primarily a low-to-medium residential area with scattered public, commercial/ office and industrial uses.

In the areas surrounding the Eastern sub-area, the zoning and densities, as shown on Map No. 5, are as follows: i) the area to the south is zoned C2 as retail/office zone with an F.S.I. of 8.0; ii) the area to the west is also zoned C2 but with densities of 5.0 and 4.0; iii) the area to the north is essentially zoned HR-1 a heritage residential zone; and iv) the area to the east is largely zoned residential with HR-1 and R5 zoning designations except for the area to the southeast which has an industrial zoning (M1).

The wide variety of zoning designations, the non-conformity of many of the existing uses with the present zoning and the obvious lack of relationship, both in terms of permitted uses and permitted densities, of the existing uses with the current zoning designations demonstrates the transitional character of the subject area lying between the central core area to the west and south and the more stable residential communities that are Lowertown East to the east and Lowertown West to the north. It is an indication, also, of the inappropriateness of both the current zoning, instated under By-law AZ-64 some seventeen years go, and of the 'secondary business area' designation instated under Amendment No. 62 of the City's Official Plan some ten years ago, to reflect the present function of the study area and to meet the more up-to-date land use policies defined for the Central Area and approved by City Council in August, 1979 aiming the elimination of all the surplus commercial land use designation and potential in favour of residential redevelopment.

Given the above general land use description, the transitional character and function of the subject area due to the nature and extent of the present residential, commercial and industrial uses, the presence of a few heritage areas, and given the City Council approved policies for the Central Area, the general intent of the land use and built form proposals is to primarily recognize the transitional function of the area between the core business area to the south and west and the stable residential communities to the north and east whereby residential, commercial and industrial uses would play a significant role in determining the future land use composition of the area.

On the basis of the foregoing, eleven land use and built form areas are defined in the Eastern sub-area of the Northeast Quadrant as shown on Map No. 6. What follows is an analysis of each of these land use and built form areas (Areas 3 to 13) in terms of the existing zoning, land uses and built forms. General land use proposals are then formulated and discussed, leading to an outline of detailed proposals.

3.3.3
The Heritage Residential Area (Area 3)

This land use and built form area is located on the south side of Murray Street immediately east of the City of Ottawa operated public parking lot. It encompasses only one residential building, a three unit row structure. However, the heritage value of this building has lead to its designation, by City Council, as a heritage area (Heritage Area 24) under the Central Area Heritage Study.

3.3.3.1
Review of Existing Zoning

The subject area is presently zoned RO, a residential/ office zone which allows single family and apartment dwellings, apartment hotels, hotels, offices and limited commercial uses accessory to the hotel and office uses. The permitted density is established at an F.S.I. of 1.5 and the building height limitation, governed by Amendment No. 62 of the City's Official Plan, is set at 94.5 metres (310 ft.) above grade.

The required front, side and rear yard setbacks for new development under the present RO zoning as set out under By-law AZ-64 are established at 3 metres (10 feet) for front yards and vary from 0 to 12.2 metres (0 to 40 feet) for side and rear yards depending upon the type of window/windowless wall conditions facing rear or side yards. Also, the side and rear yard requirements and other open spaces are based upon the height of the building in each situation.

Amenity space is also required at a rate of 30% of the lot area to be landscaped open spaces in the case of residential uses, and 15% in the case of mixed office/ residential uses. Finally, parking requirements are set at a rate of 0.5 spaces per dwelling unit for residential uses, and none for the office uses.

3.3.3.2
Review of Existing Land Uses

162-166 Murray Street consist of a two-storey, pitch-roofed, side-to-side three unit row structure where one of the end unit is presently undergoing renovations. This residential land use is a non-conforming use to the present RO zoning as row houses is not a permitted use. Moreover, the present land use is far from reflecting the permitted density of 1.5 F.S.I.

A front yard of 3 metres (10 feet) is provided and a side yard (laneway) of 3 metres (10 feet) is provided to the west whereas no yards are provided to the east. Parking is accommodated in the side and rear yards.

The surrounding uses are residential to the east and south of the subject property, whereas it abuts a large public parking lot located to the west. North, across Murray Street, lies the former Guigues Elementary School, recently vacated by the Ottawa Separate School Board.

3.3.3.3
General Proposals

a) Land Uses

It is proposed to retain the existing residential use of the subject property and that no parking be required (Section 3.3.3.5.1).

b) Density and Built Form

It is proposed that no density be specified but that the intensity of use of the land, and the built form, be governed by a series of proposed built form controls and amenity space requirements developed under the Central Area Heritage Study as it pertains to Heritage Area 24 (Section 3.3.3.5.2).

3.3.3.4
Rationale

a) Land Uses

The proposed residential land use designation of the subject property would allow the existing residential use to conform with the proposed zoning. It would facilitate also its renovation/upkeeping, thus ensuring its preservation as a heritage building. A residential land use designation would also meet one of the main goal of this Plan, that is to retain and encourage, as much as is possible, the residential function of the Northeast Quadrant.

b) Density and Built Form

The Central Area Heritage Study has identified the subject property as one of the heritage components of the Central Area worthy of preservation. For that purpose, a series of built form controls such as building heights and setbacks and appropriate amenity space requirements were developed that would ensure the integrity of the present character and scale of the existing building. Hence, no density needs to be specified as the proposed controls established in the Heritage Report dealing with Heritage Area 24 would adequately regulate the intensity of use of the land.

3.3.3.5
Proposed Land Uses and Built Form Controls

3.3.3.5.1
Land Uses

a) General Principle

To retain the existing residential use of the subject property.

b) Specific Proposals

Public Uses

.community centre (as defined in A Z-64 and its amendments)
.home for children or home for the aged, infirm or disabled (as defined in AZ-64 and its amendments)
.park or playground
.place of worship, including an associated place of public assembly
.public library
.museum
.building or use accessory to the above provided that the building is not used for human habitation.

Residential Uses

.single family dwelling
.double or duplex
.row dwelling
.apartment dwelling
.ecclesiastical residence
.home occupation (as defined under the Home Occupation By-law 27-81)
.rooming and boarding houses
.tourist establishment provided
    .the building is twenty (20) years or more in age based on the original date of construction;
    .the total habitable floor area in the original building is one thousand four hundred (1,400) square feet or more before conversion; and

.it is licensed under provincial legislation.
.diplomatic premises
.converted dwelling (as defined in AZ-64 and its amendments)
.private home day care
.dwelling units for elderly persons
.licensed day nursery
.fraternity or sorority house
.building or use accessory to the above provided that the building is not used for human habitation.

Parking

As set out in the Central Area Heritage Study Report dealing with Heritage Area 24.

3.3.3.5.2
Built Form Controls

a) General Principle

To retain the low scale residential character of the existing heritage building.

b) Specific Proposals

Density

That no minimum or maximum density be specified but that the intensity of use of the land be governed by the controls outlined below.

Lot Size

That no minimum or maximum lot size be required as indicated in the City Council approved Central Area Heritage Study Report for Heritage Area 24.

Building Heights

That the maximum building heights be those established in the City Council approved Central Area Heritage Report for Heritage Area 24 and shown on Map No. 7.

Yard Requirements

That the front, side and rear yard requirements be those established in the City Council approved Central Area Heritage Report for Heritage Area 24.

Provision of Amenity Spaces

That the provision of personal and shared amenity spaces be as set out in the City Council approved Central Area Heritage Study Report for Heritage Area 24.

3.3.4
The Heritage Public Area (Area 4)

This area is generlaly located between St. Patrick and Murray Streets, west of Cumberland Street, and comprises of St. Brigid's Church and Rectory and the former Guigues Elementary School as shown by Area 4 on Map No. 6. All three buildings are heritage buildings recognized by City Council.

3.3.4.1
Review of Existing Zoning

The church and school sites are presently zoned P, a public use zone, whereas the rectory is zoned RO, a residential/office zone. The P zone allows a wide range of public uses including places of worship, schools not operated for profit or gain and ecclesiastical residences. The RO

zone allows, in addition to the public uses permitted under a P zone, limited residential and commercial uses such as single family dwellings, apartments, apartment hotels, hotels, offices and some retail uses accessory to the hotel and office uses.

The densities permitted under the two zoning designations differ from one another. No F.S.I. is specified for the P zone governing the land uses of the former Guigues School site whereas a density of 2.0 F.S.I. is permitted in the P zone encompassing the St. Brigid's Church site. The RO zone, governing the land uses of the Rectory site, allows for a maximum density of 1.5 F.S.I. These permitted densities are significantly more than what is presently used, particularly with regards to the church and rectory sites. The maximum building height, established under Amendment No. 62 of the City's Official Plan, is set at 113.5 metres (372 feet) above grade.

The yard setback requirements also differ quite significantly from one zone to another and within the various zones depending on the type of land uses within each zones and the type of uses abutting the zones. For instance, greater yard setbacks and open space are required for public uses in a P zone if the uses are adjacent to residential uses rather than commercial uses. Greater setbacks and open space are also required under an RO zone for residential uses than for commercial uses, whereas the same requirements exist for the public uses in an RO zone as those required under a P zone. Moreover, the yard setbacks required under an RO zone vary (from 0 to 12 metres) depending upon the type of window/windowless wall conditions facing the side or rear yards. Furthermore, the side or rear yard requirements and other open spaces are also based upon the height of the building in each situation where greater setbacks are required for higher buildings.

Finally, the provision of parking vary significantly from one zone to another depending upon the type of land uses provided.

3.3.4.2
Review of Existing Land Uses

The existing place of worship, the ecclesiastical residence and the school facility are all public uses permitted under the present P and RO zonings. Also permitted is the associated place of public assembly located in the basement of St. Brigid's Church, where many community based groups/associations hold their activities. It is to be noted, however, that the Guigues Elementary School building, a 75 year old institution, has been vacated in July 1979. This facility is no longer required by the Ottawa Separate School Board as Routhier Elementary School, located one block north of St. Patrick Street and west of Cumberland Street, now serves, following appropriate renovations, all the francophone elementary school needs of Lowertown West.

The density of the present land uses vary from one zoning to another. The school facility corresponds to the permitted density under the P zone whereas the densities of the Church and Rectory are significantly less than the densities permitted under their respective P(2.0) and RO(1.5) zoning designation. Given the nature and stability of the church and rectory uses, the permitted densities can be qualified as excessive. However, this situation is not unusual as churches and schools usually occupy large lots which provide a high development potential, but where the actual building occupies only a small portion of the land.

The yard setbacks of the existing buildings, varying from 3 to 7.6 metres (10 to 25 feet), are slightly less than the required 7.6 metres (25 feet) minimum yard setbacks for public uses under the P zone and the minimum 6.1 metres (20 feet) front yard setbacks required under the RO zoning. Similarly, the provision of parking spaces is significantly less than what is required for the existing uses under By-law AZ-64 as no parking is provided for the church and associated place of public assembly and less than half of the required parking was provided for the recently vacated school facility.

The St. Brigid's Church and Rectory and the former Guigues School building were also identified as heritage buildings worthy of preservation by the Central Area Heritage Study. The public use of these facilities (present and former), and their architectural and/or historical values has prompted the City to designate this area as one of the heritage areas (Heritage Area 23) of the Central Area.

Hence, though the actual land uses conform with the uses permitted under the existing P and RO zonings, none of them meet the required yard setbacks and parking provision as set out under By-law AZ-64. Also, a P zoning would be a more appropriate land use designation for the rectory than the present RO zoning, as the ecclesiastical residence is a well established public use and it would better reflect the present and future uses of that site. Finally, the recognition of the heritage value and character of the area is an important element in defining the future land use designation for the subject area.

3.3.4.3
General Proposals

a) Land Uses

It is proposed to retain and consolidate the existing public uses of the subject area and that no less than the existing parking spaces be provided. (Section 3.3.4.5.1)

In the event that the former Guigues School facility can not be used for other public uses such as a multi-purpose francophone cultural centre, a residential use of the school site would be entertained. Similar residential uses as proposed for the medium scale residential redevelopment areas (Area 7) and built form controls developed under the Central Area Heritage Study for Heritage Area 23 as outlined in this chapter should then be applied.

b) Density and Built Form

It is proposed that no density be specified but that the intensity of use of the land and the built form be governed by a series of proposed built form controls and amenity space requirements developed under the Central Area Heritage Study as it pertains to Heritage Area 23 (Section 3.3.4.5.2).

3.3.4.4
Rationale

Land Uses

The St. Brigid's Church and its associated place of public assembly play an active role in meeting he religious and socio-cultural needs of the anglophone population of Lowertown. The proposed heritage public use designation would reflect these uses and allow their retention. It would recognize also the heritage value of the building and ensure its preservation. As for the Rectory, it is seen as an accessory use to the primary use of the land and should form an integral part of this zone. Its heritage value would also be preserved by a heritage public use designation.

With regards to the recently vacated Guigues School facility, it is no longer required by the Ottawa Separate School Board and has been offered to the City. The 'Association canadienne-française de l'Ontario' (A.C.F.O.) has voiced its interest in the building for its significant historical value, and has submitted a proposal to the City for the establishment of a multi-purpose francophone cultural centre. The suggested uses in such a facility are offices, meeting rooms, a theatre, a museum, an art gallery, and a pub. The City has endorsed ACFO's proposal and has given its full support providing the centre is economically feasible. If proven feasible, a special public zoning would be required given the type of uses envisaged.

In the event that a francophone cultural centre is not feasible, a residential use of the site similar to those uses outlined for the medium scale residential redevelopment areas (Area 7) is entertained. This would allow maximum redevelopment of the site and favour the strengthening of the residential function of the Northeast Quadrant which is one of the main goal of this Plan.

Density and Built Form

All three buildings have been identified by the Central Area Heritage Study as significant heritage buildings worthy of preservation. For that purpose, appropriate built form controls were developed that would ensure the preservation of the scale and character of those buildings. The use of built form controls such as limitations on building heights and new building setback requirements as means of controlling the intensity of present and future uses of the land in this zone are seen as adequate to allow the maximum use of these lands while ensuring that any future redevelopment of the site would remain compatible with the present scale and character of the area.

3.3.4.5
Proposed Land Use and Built Form Controls

3.3.4.5.1
Land Uses

a) General Principles

1. To retain the public use of the subject area.

2. To favour residential redevelopment of the former Guigues School site if a multi-purpose francophone cultural centre is proven unfeasible.

b) Specific Proposals

Permitted Land Use:

(a) Public Uses:

.community centre as established by the Community Centres Act being R.S.O. 1960 Chapter 60
.dwelling units for elderly persons
.ecclesiastical residence
.group home or home for children, the aged, infirm or disabled
.park or playground
.place of worship, including an associated place of public assembly
.public recreational or cultural facility
.school but not including a school operated for profit or gain
.day care
.museum
.the following uses, provided it is used or operated by a non-profit organization
  .offices
  .theatre
  .pub
.building or use accessory to the above provided that the building is not used for human habitation, other than by a caretaker or janitor

Parking:

.as set out under the Central Area Heritage Study for Heritage Area 23.

3.3.4.5.2
Density and Built Form Controls

a) General Principle

To ensure that the heritage character and scale of the existing buildings are preserved and that redevelopment remain compatible with these heritage buildings.

b) Specific Proposals

Density

No minimum or maximum floor space to lot area ratio (F.S.I.) shall be required but that the density be governed by the controls outlined below.

Building Height

The maximum height of buildings shall be those established in the City Council approved Central Area Heritage Study for Heritage Area 23 and shown on Map No. 7.

Lot Size

No minimum or maximum lot size shall be required as established in the City Council approved Central Area Heritage Study for Heritage Area 23.

Yard Requirements

The front, side and rear yard requirements shall be those established in the City Council approved Central Area Heritage Stuy for Heritage Area 23.

Amenity Space Requirements

The provision of personal and shared amenity space shall be those established in the City Council approved Central Area Heritage Study for Heritage Area 23.

3.3.5
The Heritage Residential and Limited Commercial Area (Area 5)

This land use and built form area encompasses four properties located on the south side of St. Patrick Street, mid-block between Dalhousie and Cumberland Streets, shown as Area 5 on Map No. 6. Most of these properties accommodate some commercial and residential uses and one of the buildings has heritage values.

3.3.5.1
Review of Existing Zoning

The subject area is currently zoned C1-a a mixed commercial and residential zone which allows a wide range of retail and office uses and some residential uses. The provision of residential uses is not mandatory under a C1-a zoning designation but when provided, at least half of the ground floor of any building should accommodate commercial uses.

The permitted density is established at an F.S.I. of 2.0 of which not more than 50% (1.0 F.S.I.) can be used for commercial purposes. The maximum height of any buildings established under Amendment No. 62 of the City's Official Plan is set at 112.8 metre (370 feet) or approximately 37 storeys.

No yard setbacks are required for the commercial uses whereas a front yard setback of 3.3 metres (10 feet) is required for residential uses. Also, side and rear yard setbacks, which may vary depending upon the type of window/windowless wall conditions facing a side or rear yard, are required for residential uses. With regards to landscaped open spaces, none are required in a C1 zoning. Finally parking is required for commercial uses which rate depends upon the type of commercial uses, whereas 0.5 parking spaces per dwelling unit is required for residential uses. Also note that parking as a single use is permitted in this zone.

3.3.5.2
Review of Existing Land Uses

An analysis of the existing land uses within the subject area indicates that all four properties accommodate or has accommodated commercial uses. The most westerly property consists of a triplex recently converted to

accommode a commercial use at grade, namely a travel agency. The building to the east is a double which accommodated until recently, an antique shop. It is being reverted back to its original residential use. The remaining two properties, a quadruplex and a double, have been used commercially for many years accommodating a beauty salon and offices respectively. Three of the four properties accommodate residential uses whereas the most easterly property is used entirely for offices.

The existing uses amount to approximately 920 square metres (9,900 sq. ft.) of gross floor area or 29% of the permitted density of 3,176 square metres (34,150 sq. ft.). Of this total, the commercial floor space amounts to approximately 363 square metres (3,900 sq. ft.) of floor area or 39% of the existing floor area whereas the residential uses amounts to 488 square metres (5,250 sq. ft.) or 53% of the total. However, the existing 363 square metres of commercial floor space corresponds to only 23% of the permitted 1,588 square metres (17,075 sq. ft.) of commercial floor area.

With regards to yard setbacks, the existing front, side and rear yards, in relationship with the existing uses, do not relate with the C1-a zoning requirements. Some of the residential uses have yard setbacks corresponding to those required for commercial uses under By-law AZ-64 and, inversely, some commercial uses have yard setbacks normally associated with residential uses located within a C1-a zone.

The existing built form of the buildings located within the subject area is low in scale and most diversified in its character and building style. The area consists, from west to east, of a 3 storey, flat roof, early date brick triplex; a 2-1/2 storey, gable roof, partly tar paper sidding and partly original timber, early date double; a 2-1/2 storey flat roof brick quadruplex; and a 2 storey, flat roof, brick double. Three of the four buildings underwent some conversions in order to accommodate commercial uses at grade and the fourth building was totally converted to offices. Finally, the 2-1/2 storey, gable roof double was identified as a heritage building worthy of preservation under the Central Area Heritage Study. It is one of the few Lowertown Vernacular Georgian Tradition building left in Lowertown and in the City as a whole.

Except for one of the property, very little off-street parking is available for the commercial uses, and where provided, a limited number of spaces are accommodated in side and rear yards. Convenient on-street parking is however provided along both sides of St. Patrick Street.

Hence, a close relationship exist between the present land uses and the current C1-a zoning. However, with regards to the density and built form of these uses, little, if any, relationship do exist, especially with regards to gross floor area and with yard setbacks. Also, the current zoning does not ensure the preservation of the identified heritage building.

3.3.5.3
General Proposals

a) Land Uses

It is proposed to retain the mixed commercial/residential land use designation of the subject area, but where the type of commercial uses would be limited to uses similar to those that exist at the present (Section 3.3.5.5.1)

b) Density and Built Form

It is proposed that no density be specified for the area but that commercial uses be limited to 1/3 of the lot area. The intensity of use of the lands would be governed by a series of proposed built form controls developed for the heritage areas under the Central Area Heritage Study and contained in the Heritage Report dealing with Heritage Area 24 (Section 3.3.5.5.2)

3.3.5.4
Rationale

Land Uses

The proposed commercial/residential land use designation of the subject portion of St. Patrick Street, where commercial uses would be limited to 1/3 of its lot area, would reflect existing uses and the extent of most of the commercial uses. This limitation of commercial uses would ensure the maintenance of the primarily residential character and function of most of St. Patrick Street. It would also recognize Dalhousie Street as the primay local/district shopping area of the Lowertown West community, geared to meet the present and future convenience needs of the neighbourhood. The type of commercial uses should therefore be limited to those that exist and a few other similar uses. Also, a mixed commercial/residential land use designation would be physically and environmentally more compatible with the adjoining heritage buildings and areas.

Density and Built Form Controls

The proposed built form controls developed under the Central Area Heritage Study for Heritage Area 24 deals with such aspects as building heights, lot size, yard requirements, and personal and shared amenity spaces. The intent of these built form controls is to preserve the overall character and scale of the subject area while still allowing compatible infill redevelopment. Hence, given these controls and given the proposed limitation on the extent of the commercial uses, there is no need to specify the density on the subject lands as they would regulate adequately the intensity of use of those lands.

3.3.5.5
Proposed Land Uses and Built Form Controls

3.3.5.5.1
Land Uses

a) General Principle

To retain the primary residential character of most of St. Patrick Street through the limitation of the commercial uses within the subject area.

b) Specific Proposals

Permitted Land Uses:

(a) Public Uses:

.community centre (as defined in AZ-64 and its amendments)
.ecclesiastical residence
.group home and home for children, the aged, infirm or disabled (as defined inBy-law AZ-64 and its amendments)
.park or playground
.place of worship, including an associated place of public assembly
.public library (as defined in By-law AZ-64 and its amendments)
.museum
.building or use accessory to the above provided that the building is not used for human habitation

(b) Residential Uses:

.dwelling units located in a building containing commercial uses
.romming or boarding houses

(c) Commercial Uses:

.antique shop
.barber shop or beauty parlour
.book store
.flower shop

.gift shop
.professional offices as set out under Section 19(i), (a) and (c) of the Home Occupation By-law 27-81
.tourist establishment
.travel agency
.working room for a craftman or technician and studio room or classroom for instructor or counsellor
.building or use accessory to the above provided that the building is not used for human habitation and is directly related and essential yet subordinated to the effective operation of the principle use

Parking

.as set out in the Central Area Heritage Study for Heritage Area 24.

3.3.5.5.2
Density and Built Form Controls

a) General Principle

To ensure the preservation of the character and scale of the heritage building and the compatibility of any future redevelopment of the subject area with the heritage building and its surrounding areas.

b) Specific Proposals

Density:

i) No maximum or minimum total floor space to lot area ratio (F.S.I.) and unit per acre shall be required but that the density be governed by the controls outlined below;

ii) That the commercial floor space be limited to one-third (1/3) of the lot area it occupies.

Building Height:

The maximum heights of any building shall be those established under the City Council approved Central Area Heritage Study for Heritage Area 24 and shown on Map No. 7.

Lot Size:

No minimum or maximum lot size shall be required as established under the City Council approved Central Area Heritage Study for Heritage Area 24.

Separation Distance:

As set out under the City Council approved Central Area Heritage Study for Heritage Area 24.

Amenity Space Requirements:

As set out under the City Council approved Central Area Heritage Sudy for Heritage Area 24.

3.3.6
The Heritage Commercial Area (Area 6)

The proposed heritage commercial area encompasses most of the properties located on the north side of York Street between Dalhousie and Cumberland Streets excluding the York Towers apartment building and the property located at the northwest corner of York and Cumberland Streets as shown by Area 6 on Map No. 6. This area is one of the heritage areas (Area 22) identified under the Central Area Heritage Study that should be preserved.

3.3.6.1
Review of Existing Zoning

Most of the subject area is presently zoned RO and RO-x whereas the property located at the northeast corner of Dalhousie and York Streets is zoned C2(5.0). A RO zone is a residential and office zone which allows a variety of public uses, single family dwellings, apartment dwellings, apartment hotels, hotels, office uses and some limited commercial uses if associated with an hotel or office use. The letter 'x' denotes an exception to the standard RO zone which, in this case, permits certain commercial uses such as an art gallery and a restaurant as single use. A C2 zone is a general commercial zone which allows, in addition to limited public and residential uses, a wide range of retail and office uses.

With regards to density, a floor space to lot area density ratio (F.S.I.) of 2.5 is permitted under the RO and RO-x zones and a density of 5.0 is permitted under the C2 zone. If, however, residential is provided under C2 zone at least 50% of the ground floor of any such development has to be used commercially. Moreover, the maximum height of any buildings in the subject area established under Amendment No. 62 of the City's Official Plan is set at 84.8 metres (278 feet) or approximately 28 storeys.

No mininum lot sizes are required under the C2 zoning whereas minimum lot sizes of 50 feet in width and 5,000 square feet of lot area and 75 feet and 7,500 square feet are required for single family and apartment or apartment hotels uses respectively under the RO and RO-x zonings. No minimum lot sizes are required for hotel and office uses under these two zoning designations. The front yard setback requirements are set at 10 feet for all uses under the RO and RO-x zonings and no front yard setback is required for all commercial uses under the C2 zoning. A residential use under a C2 zoning requires, however, a front yard setback of 10 feet.

Side and rear yard requirements are also not too dissimilar in all three zoning categories. In the C2 zone, a non-residential building need not provide side or rear yards or open space areas. However, in the case of a mixed use building in the C2 zone and in all cases in the RO and RO-x zones, side and rear yard and other open spaces vary from 0 to 12.2 metres (40 feet) depending upon the type of window/windowless wall conditions facing a side or rear yard. Furthermore, the side and rear yard requirements and other open spaces are also based upon the height of the building in each situation..

Finally 0.5 parking spaces per residential unit are required under all three zonings, whereas commercial related parking vary significantly from one use to another.

3.3.6.2
Review of Existing Land Uses

An analysis of the existing land uses and density along the north side of York Street between Dalhousie and Cumberland Streets (except York Towers) indicates that very little use was made of the redevelopment potential allowed under the present zonings. The subject area, zoned RO(2.5) and RO-x(2.5), is still primarily a residential area and, if it was not for the recent (1978) rezoning of part of the area, which allowed a restaurant and an art gallery (since then closed) as single commercial uses, the area would still be a fairly homogeneous residential area. The property zoned C2(5.0) and accommodating a barber shop, and, until recently, a beauty parlour on the ground floor, and two storeys of residential uses above grade is also far from reflecting the present zoning.

Finally, and unique for a downtown location such as the Northeast Quadrant, but most reminiscent of the early era is the presence at 115 York Street of Fred Cundell's Stables, a horse dealer.

Despite the predominace of the residential uses that still exist within the subject area and given the proximity of the area to the ByWard Market and the Core Area, increasing pressure, dictated by the market for a greater commercial use of the subject area, has been witnessed over the

recent years. A recent rezoning of part of the area to allow single commercial uses and strong requests from all present property owners, individually and concerted, for an expanded commercial zoning are clear indications of this situation.

The subject area has also been identified as one of the heritage areas of the Central Area worthy of preservation. It encompasses a rich grouping of buildings that underwent very little alterations over the years and are reminiscent of the Victorian and Georgian periods. Most of these buildings are two to three storey residential structures set in a fairly continuous and compact urban environment.

Hence, very little relationship exist between the present land uses and densities and the current RO(2.5), RO-x(2.5) and C2(5.0). Also, the current zonings do not ensure the preservation of the identified heritage buildings.

3.3.6.3
General Proposals

Land Uses

It is proposed that a wide range of commercial uses with optional residential uses be permitted for most of the area located along the north side of York Street between Dalhousie and Cumberland Streets as shown by Area 6 on Map No. 6. (Section 3.3.6.5.1).

Density and Built Forms

It is proposed that no density be specified for the subject area but that the intensity of use of the lands be governed by a series of proposed built form controls developed for Heritage Area 22 under the Central Area Heritage Study. (Section 3.3.6.5.2).

3.3.6.4
Rationale

Land Uses

The proposed heritage commercial land use designation of most of the area located along the north side of York Street is seen as the most appropriate designation for the area. The main reasons are that the area is in proximity to an intensive commercial/industrial area located immediately on the south side of York Street and facing the subject area, adjacent to the Dalhousie Street local/district commercial area, and in close proximity to the special heritage commercial function and character of the ByWard Market. Such a land use designation would also make the area a transitional land use area between the highly commercial/industrial uses to the south and the low-to-medium scale residential uses to the north, and would define the extent of the existing commercial uses located to the south and west of the subject area. An heritage commercial land use designation, with optional residential uses being permitted, would also reflect the existing commercial and residential uses and the trend towards a greater commercial utilization of the lands that has started within the area. Finally, the proposed land uses would be compatible with the existing urban environment and with the existing ten storey residential/office/commercial building that bisects the subject area as shown by Area 6 on Map No. 6.

The type of commercial uses envisaged for the subject area are not to be limited as is the case for several other heritage commerical areas identified by the Central Area Hertiage Study. To allow a wide range of commercial uses within the subject area is based on the fact that the present urban environment, depicted by most of the existing uses, built form and transportation function of this portion of York Street, is commercially-oriented. Moreover, the existing built form and heritage character of the subject area, which is to be preserved under this Plan, would physically limit the type and extent of commercial uses that would be established along the subject portion of York Street.

No parking is to be required given the proximity of the area to the Core Area and Market Area, both reasonably well served by public transit and off-street public parking facilities. Also, the present built form to be preserved do not lend itself to the provision of off-street parking.

Density of Built Form

Most of the area located along the north side of York Street between Dalhousie and Cumberland Street has been identified as one of the heritage areas of the Central Area worthy of preservation (Heritage Area 22). To that effect, appropriate built form controls, tailored to the heritage buildings in this Heritage Area were developed to peserve the heritage character and scale of the existing buildings and area while still allowing redevelopment of the sites in a compatible form with the existing heritage buildings.

In summary, the proposed building heights aim at preserving the present scale of heritage buildings and areas. For that purpose, heights are established at the height of the existing heritage buildings and gradually increases as the distance from the heritage buildings increases. The front yard setback requirement is based on the average setback of the existing buildings, and the required side and rear yard setbacks vary depending upon the distances between the various type of windows/windowless walls facing side or rear yards.

Hence, given these controls, there is no need to specificy the density on the subject lands as they would regulate adequately the intensity of use of those lands.

Amenity Space

In order to ensure the provision of sufficient and functional amenity spaces within the heritage areas, appropriate requirements were also developed under the Central Area Heritage Study. Two types of amenity spaces were defined: shared spaces such as landscaped open spaces and games rooms for example and, personal outdoor spaces such as, for instance, balconies and patios. The recommended amenity space provision are slightly less than those required under By-law AZ-64 and are based on the total number of dwelling units provided by type of units, where greater spaces are required for larger units. The Amenity Space Study should be referred to for more details.

3.3.6.5
Proposed Land Uses and Built Form Controls

3.3.6.5.1
Land Uses

a) General Principle

To allow commercial and residential uses along most part of the area fronting on the north side of York Street between Dalhousie and Cumberland Strets in order to create a transitional land use area between the commercial and industrial uses to the south and the residential uses to the north, and to define the north eastern extent of the commercial uses.

b) Speicific Proposals

Permitted Land Uses:

a) Public Uses

.community centre (as defined under AZ-64 and its amendments)
.park or playground
.place of worship including an associated place of public assembly
.public or private recreational or cultural facility

b) Residential Uses

.singles, double, duplex, row or apartment dwelling units
.dwelling units located in a building which may contain commercial or public uses as set out under this section

c) Commercial Uses

.bank
.blueprinting or photostating establishment
.catering establishment
.custom workshop
.eating establishment
.film exchange
.frozen food locker establishment
.hotel
.laboratory
.licensed day nursery
.office
.personal service business
.place of public assembly
.printing establishment
.private club or lodge
.repair business if conducted wholly within a completely enclosed building
.retail business
.school, including a school operated for profit or gain
.studio
.tourist establishment
.building or use accessory to the above provided that the building is not used for human habitation

Parking

The parking requirements are those defined in the Central Area Heritage Study for Heritage Area 22 where no minimum parking requirements are set. If parking is provided, however, maximum requirements per land use type corresponding to the minimum parking requirements set out under Section 13-1 of By-law AZ-64 are proposed and the configuration be as specified under Section 13-2 of the same By-law.

3.3.6.5.2
Desity and Built Form Controls

a) General Principle

To ensure that the scale and character of the existing heritage buildings are retained as much as is possible and that any new development in the area does not detract from it.

b) Specific Proposals

Density

No minimum or maximum floor space to lot area (F.S.I) and unit per acre shall be required but that the intensity of use of the lands be governed by the built from controls established for Heritage Area 22 under the City Council approved Central Area Heritage Study as highlighted below.

Building Heights

The maximum heights of any buildings shall be those established for Heritage Area 22 under the City Council approved Central Heritage Study and shown on Map No. 7.

Lot Size

No minimum or maximum lot size shall be required as established for Heritage Area 22 under the City Council approved Central Area Heritage Study.

Seperation Distance

The required seperation distances between buildings shall be those established for the Heritage Area 22 under the City Council approved Central Area Heritage Study.

Amenity Space Requirements

The required shared and personal amenity spaces shall be those established for Heritage Area 22 under the City Council approved Central Area Heritage Study.

3.3.7
The Medium Scale Residential Redevelopment Area (Area 7)

The proposed medium scale residential redevelopment area is mostly centered on Cumberland Street between Murray and York Streets and encompasses a singificant portion of the Eastern sub-area of the Northwest Quadrant as shown by Area 7 on Map No. 6.

3.3.7.1
Review of Existing Zoning

The subject area is affected by a variety of zoning designations and density ratios (F.S.I.). As shown on Map No. 5, the permitted land uses vary from general commercial uses under the C1-c zones, residential/office uses under the RO zones, residential uses under the R7 zones (multiple dwellings), to public uses under the P zone. The most predominant zones are the C1-c and the RO zoning designations.

The permitted floor space to lot area ratios (F.S.I.) are as varied. The P zone has no density ratio specified; no density ratios are not specified, also, for a C1-c zone and an R7 zone, the other C1-c and R7 zones has densities of 2.0 and 2.5 respectively, and the two RO zones have densities of 1.5 and 2.5.

The permitted maximum building height under Amendment No. 62 of the City's Official Plan range from a minimum of 85 metres (278 feet) to a maximum of 113 metres (372 feet) above grade or, translated into number of storeys, building having 31 to 41 storeys in height given the required land area.

Front yard setbacks and side and rear yard requirements, also, are as varied as the number of zoning designations affecting the subject area. For instance, no front yard are required for commercial uses under a C1 and RO zones and a setback of 7.6 metres (25 feet) is required under a P zone, whereas setbacks of 3 and 6.1 metres (10 and 20 feet) are required under the RO and R7 zones respectively in the case of residential uses. Side and rear yard requirements vary from one zone to the other and within each zone depending upon the type of window/windowless wall conditions facing side or rear lot lines and the height of the building in each situation where greater setbacks and required for higher buildings.

Amenity space is required also, at a rate of 30% of the lot area to be landscaped open space in the case of residential uses and 15% in the case of mixed residential/office uses, whereas none are required for commercial uses.

Finally, parking requirements are set and a rate of 0.5 parking space per dwelling unit for residential uses; they vary for commercial uses depending upon the type of commerical uses, whereas, no parking is required for office uses.

3.3.7.2
Review of Existing Land Uses

The proposed medium scale residential redevelopment area encompasses a wide variety of uses. They consist of significant areas of residential uses such as two and two-and one-half storey singles, doubles, duplexes, rows and walk-up apartments; some local commercial uses such as a barber shop and a restaurant/confectionery establishment; some industrial or semi-industrial uses such as a car radio retail and service establishment, musical and electronic instruments wholesale establishment, a general plumbing and heating contractor, a taxi service shop, a transmission repair shop and, until recently, a printing establishment; and some public uses such as a fire station, a public assembly hall and a group home.

This review of existing land uses, when compared with the current zoning designations, reveals that the present uses bear very litle relationship with the intended uses established under By-law AZ-64 some seventeen yars ago. Very little use, if any, has been made of the office potential under the RO zoning, and limited use has been made of the general commercial potential under most of the C1-c zoning and of the high density multiple dwelling potential under the R7 zoning. Furthermore, several non-conforming industrial or semi-industrial uses exist in the C1-c zone centered on Cumberland Street. The net result is an heterogeneous land use area where conflicting land uses are contiguous to each other, where little change has occurred over the years, and where no pressure for redevelopment has been witnessed. None of the existing uses tends to overtake the other uses thus maintaining a sterile and unhealthy urban environment.

Despite this uncertainty of the future land use trend of the subject area, which is somewhat typical of a transitional land use area located between an extensive commercial area and a more stable residential area and where industrial uses are still permitted, most of the low scale residential areas accommodating family housing located within the RO and R7 zones are in good condition and well maintained. Combined with the fact that the Dalhousie Street, ByWard Market and Rideau Street commercial areas, more appropriate and desirable locations for commerical and office uses (thus the limited extend of the commercial and office uses within the area), are in proximity to the subject area, Area 7 could be seen as one being suitable for a greater residential function.

3.3.7.3
General Proposals

a) Land Uses

It is proposed to reinforce and favour residential redevelopment within the subject area (Area 7) in order to allow the establishment of a residential anchor in the Northeast Quadrant of the Central Area (Section 3.3.7.5.1).

b) Density and Built Form

It is proposed to favour medium density residential redevelopment whereby the intensity of use of the land, to be governed by an appropriate density ratio, would favour residential redevelopment in a downtown location such as the subject area, but where appropriate built form controls would ensure that such redevelopment remains compatible with the scale and character of the identified heritage areas (Section 3.3.7.5.2).

3.3.7.4
Rationale

The proposed medium density residential redevelopment designation of Area 7 on Map No. 6 would give a clear indication of the future land use trend for the subject area, thus eliminating the ambiguity and uncertainty conveyed by the present variety of land use designations. As a result, the elimination of conflicting uses which are hampering the attractiveness of the area for residential redevelopment would entice developers to invest in the redevelopment of the subject area.

Several urban features favours the viability of residential developments in that portion of the Central Area. Firstly, the subject area is adjacent to two stable residential communities, Lowertown West to the north and Lowertown East to the east, where the full range of improved community facilities is provided. The study area actually forms part of the Lowertown West neighbourhood but, for planning reasons, was included in the Central Area planning district. Secondly, Area 7 on Map No. 6, is in close proximity to a wide range of shopping facilities such as the Dalhousie Street neighbourhood commercial area, the ByWard Market special commercial area, which is pesently undergoing significant improvements, and the Rideau Street Mall and Rideau Centre major regional shopping area presently under construction. Thirdly, the subject area is immediately east of the central business area where a great number of jobs are located not to mention those generated by the major retail function of the Central Area. Finally, amenities such as major open spaces, entertainment establishments and major cultural facilities would contribute also in creating a major residential anchor in the Central Area east.

The establishment of a strong residential node in the eastern portion of the Central Area would contribute significantly to the revitalization of the Central Area in a manner complimentary to the Rideau Area Project. It would give a breathe of fresh air to an area which land use is sterile and stagnant and which has not made use of the office/commercial potential permitted under the current zoning for many years.

The residential redevelopment of the subject area would also meet the Council's approved Central Area policies pertaining to both residential and commercial functions. The residential policies aim at favouring residential redevelopment in the Central Area where appropriate, whereas the retail policies aim at consolidating the existing significant commercial areas such as Dalhousie Street, the ByWard Market and the Rideau Area. One of the means of solidifying the retail commercial function is through the reduction of the current potential within certain zones and the elimination of other zones through rezoning. Given the limited use made of the present office/commercial potential in the RO and C1 zones, their elimination would not be a significant loss in office/commercial potential in the Central Area and the rezoning to residential uses would assist indirectly in strengthening the existing retail commercial areas such as Dalhousie Street and the ByWard Market.

Density and Built Form

The density most appropriate for the subject area should be based on the scale of the built form most desireable for the subject area. The present scale of the existing uses averages 10.6 to 12.2 metres (35 to 40 feet) except for two multiple unit buildings which are approximately 18.3 metres (60 feet) in height. The permitted building height limits ranges from 85 to 113 metres (278 to 372 feet) under the City's Official Plan which is far from reflecting the present land uses.

Given that one of the main goal of this plan is to favour residential redevelopment, reasonable building height limits should be established that would make the redevelopment of the area attractive to developers. Such building height limits should take into consideration not only the central location of the subject area, being in close proximity to the Central Area, but also the presence of some designated heritage areas which scale are to be preserved, and the search of a built form that would achieve a scale reflecting an inner-city living environment.

Building heights of 21.4 metres (71 feet) would be seen as an appropriate height limit to maintain a resonable urban scale while still favouring redevelopment within the area. Moreover, a maximum building height limit of 10.6 metres (35 feet) along the street frontages would allow a greater sun penetration, avoid the creation of wind tunnels along east/west roadways and ensure the provision of an urban environment that considers the pedestrians.

Given the above building height limits, densities of upto 3.0 F.S.I. can be achieved. This density is more than those permitted under the existing zoning designations thus allowing greater redevelopment potentials than existing. Nevertheless, appropriate building heights would ensure an acceptable urban scale.

In addition to building height limits, appropriate building separation distances and amenity space requirements are also proposed that would contribute significantly to the establishment of an acceptable urban environment. New building separation distances, more appropriate to inner-city residential areas, were defined. The purpose of this control is to ensure a greater sun penetration and privacy to each dwelling units. A building separation space study has revealed that deficiencies existed with the standard building setback and yard requirement as set out under By-law AZ-64. The new control eliminates dificiencies and ensures the provision of a better urban living environment.

Similarly, a review of amenity space requirements under By-law AZ-64 revealed also some deficiencies in that area. Hence, more appropriate amenity space differentiating personal and shared amenity spaces were defined that would further enhance residential areas in a downtown living environment. The Building Separation Space Study and the Amenity Space Study should be referred to for more details.

Parking

A recent review of parking in the Central Area ( ) has revealed that the area lying east of Dalhousie Street acommodates 60 parking spaces for residential purposes. These parking spaces are scattered throughout the subject area where no concentration is witnessed despite the presence of three major apartment buildings each accommodating more than 10 units.

This low number of parking spaces associated with residential uses, including those related with the three major apartment buildings, does not seem to create any noticeable parking problems. This is an indication of the adequacy of the present 0.5 parking space per dwelling unit requirement set out under the current zoning. Hence, there is no reason to recommend a change in the parking requirements associated to residential uses.

3.3.7.5
Recommendations

What follows is a detailed outline of the recommended land uses and built form controls for the medium scale residential redevelopment area as shown by Area 7 on Map No. 6. The proposed separation distances between buildings and amenity space requirements are contained in the City Council approved Separation Space Study and Amenity Space Study and should be referred to for more details.

3.3.7.5.1
Land Uses

General Principle:

That a wide range of residential uses be permitted in the medium scale residential redevelopment area as shown by Area 7 on Map No. 6 in order to favour the establishment of a residential anchor in this portion of the Central Area.

Specific Proposals

Public Uses

- community centre (as set out under By-law AZ-64 and any amendment thereto)
- group home or home for children or for the aged, infirm or disabled
- park or playground
- place of worship, including an associated place of public assembly
- fire station
- public library (as set out under Section 45 of By-law AZ-64 and any amendments thereto)

.public or private recreation or cultural facility
.building or use accessory to the above provided that the building is not used for human habitation

Residential Uses

.row or apartment dwelling
.licensed day nursery
.dormitory
.fraternity or sorority house
.home occupation (as set out under Section 39 of By-law AZ-64 and any amendments thereto)
.rooming or boarding house
.notwithstanding the provisions of subsection (2) of section 17 an existing building on an existing lot may be converted to a licensed day nursery, diplomatic premises, fraternity house, sorority house, rooming house or boarding house if there is no alteration to the exterior of the building except for the required fire escapes, extra windows and entrances and provided that the building, when converted, complies with the provisions of the building by-law and the parking provisions of this by-law
.building or use accessory to the above provided that the accessory buildings are not used for human habitation
.private home day care

Parking

As set out under Section 13 of By-law AZ-64 and any amendments thereto.

3.3.7.5.2
Density and Built Form Controls

General Principle

That the intensity of use of the land be of a medium scale and be governed by appropriate built form controls and amenity space requirements in order to favour the residential redevelopment of the area while remaining compatible with the identified heritage area and to ensure the provision of a good urban living environment.

Specific Proposals

Density

That the intensity of use of the land be set at an F.S.I. of 3.0.

Building Heights

That the maximum height of buildings be established generally at 10.6 metres (35 feet) along street frontage and at 21.4 metres (71 feet) on the remaining portions of any lots as shown on Map No. 7.

Lot Size

That no minimum or maximum lot sizes be required.

Front Yard Setbacks

That the front yard setbacks be those defined by the extent of the building height coverage shown on Map No. 7 where they average 3.3 metres (10 feet) from the roadway allowances.

Separation Distances Between Buildings

That the separation distances between buildings be as set out in the City Council approved report dealing with separation distances in the redevelopment areas of the Fringe Area of the Central Area.

Amenity Space Requirements

That the provision of amenity space be as set out in the City Council aproved report dealing with amenity space in the redevelopment areas of the Fringe Area of the Central Area.

3.3.8
The Special Medium Scale Residential Redevelopment Area (Area 8)

The proposed special medium scale residential redevelopment area consists of the parking lot located east of Dalhousie Street between Murray and Clarence Streets, as shown by Area 8 on Map No. 6.

3.3.8.1
Review of Existing Zoning

The subject lot is governed by a residential/office zoning designation (RO) which allows a variety of public uses, single family dwellings, apartment dwellings, apartment hotels, hotels and offices, and some limited commercial uses if located in an hotel or office building. A floor space to lot area ratio (F.S.I.) of 1.5 is permitted.

The maximum height of buildings, as set out under Amendment No. 62 of the City's Official Plan, is established at 94.6 metres (310 feet) above grade or buildings having upto 34 storeys.

Minimum lot sizes of 15.25 metres (50 feet) in width and 465 square metres (5,000 square feet) of lot area and, 22.9 metres (75 feet) and 698 square metres (7,500 square feet) are required for single family and apartment or apartment hotels respectively under an RO zoning, whereas no minimum lot sizes are required for hotel and office uses under the same zoning.

Front yard setbacks were established at 3.3 metres (10 feet) for all uses and side and rear yards and other open spaces vary from 0 to 12.2 metres (40 feet) depending upon the window/windowless wall conditions facing side or rear yards. Furthermore, side and rear yard requirements also vary depending upon the height of the building in each situation.

Finally, 0.5 parking space per residential unit is required whereas commercial/office related parking vary significantly from one use to another under an RO zoning.

3.3.8.2
Review of Existing Land Use

The subject area is presently used as a public parking lot operated by the City of Ottawa. This use is non-conforming with the current RO zoning as parking lots as a single use is not permitted.

The 139 parking spaces accommodated on this 12,200 square metre (40,000 square feet) lot have been serving the Dalhousie Street commercial area and the ByWard Market for many years and is a needed facility contributing to the economic viability of the two subject retail areas.

However, despite this need and given the size of the lot, a more efficient use of this land in a downtown location could be made, if one combines the existing public parking use of the site with some residential uses. Thus, the land would be used more intensely and yeild more income and, at the same time, contribute in meeting one of the goals of this Plan, which is to favour residential redevelopment in the Fringe Area of the Central Area.

3.3.8.3
General Proposals

Land Use

To favour a more efficient use of the subject land while retaining or increasing, if possible, the required public parking spaces. (Section 3.3.8.5.1).

Density and Built Form Controls

To ensure that the intensity of use of the land and the permitted built form are compatible with adjacent areas and contribute to the provision of a good urban living environment. (Section 3.3.8.5.2).

3.3.8.4
Rationale

There is no doubt to the need of the existing public parking facility accommodated on the subject lot. It not only serves the Dalhousie Street retail area but, as proven under the ByWard Market/Sussex Drive Development Plan, it is of great assistance in meeting the need of parking generated by the retail activities taking place within the Market Area. Hence, the use of the lot as a major public parking facility is to be retained and, if possible, increased, in order to assist further in meeting the public parking demands exercised by the Market Area commercial function.

This need to provide adequate parking facilities within the Northeast Quadrant and the adequacy, in terms of both capacity and location, of the subject parking lot does not preclude the possibility of intensifying the use of the subject land. Given that the lot area amounts to approximately 12,200 square metres (approximately 40,000 square feet or almost 1 acre); given that it is located in close proximity to the Central Core Area and to a full range of retail and community facilities; and given that one of the main goals of this planning study is to favour residential redevelopment in the Northeast Quadrant, the subject area is seen as a potential site for residential redevelopment.

A residential use of the site, combined with the present public parking use, would thus allow to make a better use of a prime development site, contribute to the overall improvement of the urban environment and character of the study area, and would assist in emphasizing on the residential function of the Northeast Quadrant, east of Dalhousie Street.

The type of residential uses most desireable for the subject site, as well as the most appropriate density and built form, would be something similar to the land uses, density and built from controls proposed for the adjacent medium scale residential redevelopment area (Area 7). These requirements and controls would favour residential redevelopment and ensure the provision of a built environment compatible with its surroundings.

The elimination of the existing office potential does not constitute a loss in development potential for the subject area. On the contrary, a residential designation of the site is considered as a gain since the subject land was acquired by the City in order to provide adequate parking facilities and no intentions to make use of the office potential. This is demonstrated by the fact that City has been operating the public parking lot for over seventeen years without making use of the development potential of the site and that parking studies have proven the need for adequate parking facilities within and in the surrounding of the ByWard Market and Dalhousie Street commercial areas.

Moreover, the City is in the position of providing housing where needed. Over the recent years greater emphasis is given to the City's role in providing adequate housing facilities on a city-wide basis, and more particularly, where such demand is the greatest. Furthermore, City Council approved a series of policies for the Central Area amongst which some are aimed at encouraging residential redevelopment within the Fringe Areas such as the Northeast Quadrant. In this context Area 8 offers a great opportunity and is a potential site for the City to take action in fulfilling its mandate towards the provision of adequate housing facilities in the City as a whole and more particularly in the Central Area. This action should not be undertaken, however, to the disbenefit of adequate public parking facilities within the study area. The existing

parking spaces should be retained and, if possible, increased, in any redevelopment proposal of the subject site. To that effect, the most viable development proposal would be one which accommodates an equivalent number of public parking spaces or more at grade and/or underground, with residential units above.

3.3.8.5
Recommendations

What follows is a detailed outline of the recommended land uses and built form controls for the special medium scale residential redevelopment area as shown by Area 8 on Map No. 6. The proposed separation distances and amenity space requirements are contained in the City Council approved Separation Space Study and the Amenity Space Study and should be referred to for more details.

3.3.8.5.1
Land Use

General Principle

That residential uses incorporating the existing public parking use of the subject lot be permitted in the special medium scale residential redevelopment area as defined by Area 8 on Map No. 6 in order to make a better use of the lot and favour a greater residential land use function of the Northeast Quadrant.

Specific Proposals

1. That the City seek means of accommodating residential units on the subject site while retaining, to the same extent, the existing public parking use of the lot.

2. Permitted Land Uses

   Public

   .community centre (as set out under By-law AZ-64 and any amendment thereto)
   .group home or home for children or for the aged, infirm or disabled
   .park of playground
   .place of worship, including an associated place of public assembly
   .public library (as set out under Section 45 of By-law AZ-64 and any amendment thereto)
   .public or private recreation or cultural facility
   .public parking facility operated by the City of Ottawa
   .building or use accessory to the above provided that the building is not used for human habitation

   Residential

   .row or apartment dwelling
   .licensed day nursery
   .dormitory
   .fraternity or sorority house
   .home occupation (as set out under Section 39 of By-law AZ-64 and any amendment thereto)
   .rooming or boarding house
   .private home day care
   .building or use accessory to the above provided that the accessory buildings are not used for human habitation

   Parking

   In addition to the existing public parking spaces and any additional spaces thereto, parking associated with the residential uses should be provided at a rate and configuration set out under Section 13 of By-law AZ-64 and any amendment thereto.

3.3.8.5.2
Density and Built Form Controls

General Principle

That the intensity of use of the land be of a medium scale and be governed by appropriate built form controls and amenity space requirements in order to favour the residential redevelopment of the subject site while remaining compatible with the scale of the surrounding area and to ensure the provision of a good urban living environment.

Specific Proposals

Density

That the intensity of use of the land be set at an F.S.I. of 3.0.

Building Heights

That the maximum height of buildings be established generally at 10.6 metres (35 feet) along street frontages and at 21.4 metres (71 feet) on the remaining portion of the lot as shown on Map No. 7.

Lot Size

That no minmum or maximum lot sizes be required.

Front Yard Setbacks

That the front yard setbacks be those defined by the extent of the building height coverage shown on Map No. 7 where they average 3.3 metres (10 feet) from the roadway allowance.

Separation Distances Between Buildings

That the separation distances between buildings be as set out in the City Council approved report dealing with separation distances in the redevelopment areas of the Fringe Areas of the Central Area.

Amenity Space Requirements

That the provision of amendity space be as set out in the City Council approved Amenity Space Report dealing with amenity space in the redevelopment areas of the Fring Areas of the Central Area.

3.3.9
High Scale Residential Redevelopment Area (Area 9)

The proposed high scale residential redevelopment area encompasses, generally, the area fronting on the west side of King Edward Avenue between Murray Street and George Street as shown by Area 9 on Map No. 6.

3.3.9.1
Review of Existing Zoning

The subject area is currently affected by two zoning designations, namely, a high density residential zone (R7) affecting the northern half of the subject area, and a residential office zone (RO) affecting the southern half. The R7 zone is intended to allow single family dwellings and multiple dwellings as well as a variety of pulic uses and some limited commercial uses accessory to the apartment uses provided it is contained wholly within the building and destined to the residents of such developments. The RO zone is intended to allow a variety of public uses, single family dwellings, apartment dwellings, apartment hotels, hotels and office uses and some limited commercial uses if located in an hotel or office building.

The permitted densities are established at a floor space index (F.S.I.) of 2.5 in the case of the R7 zone and at 2.5 and 3.0 in the case of the RO zone. The maximum building heights, governed by Amendment No. 62 of the City's Official Plan, are established at 98 metres (322 feet) above grade

for the area located between Clarence and Murray Streets and at 95 metres (311 feet) for the remaining of the area. Translated in number of storeys, buildings having approximately 35 to 36 storeys can be acommodated in this area given the necessary land area.

Minimum lot sizes of 15 metres (50 feet) in width and 464 square metres (5,000 square feet) of lot area in the case of single family uses, and of 22.5 metres (75 feet) in width and 696 square metres (7,500 square feet) of lot area in the case of apartment dwellings or apartment hotels are required under both the R7 and RO zonings, whereas no minimum lot sizes are required for hotel and office uses under the RO zone.

Front yard requirements are identical in both zones and are set at 3 metres (10 feet). Similarly, side and rear yards and other open space requirements are the same for both zones varying from 0 to 12 metres (40 feet) depending upon the window/windowless wall conditions facing a side or rear yard. Side and rear yard requirements are also based upon the height of the building in each situation.

Finally, 0.5 parking spaces per residential unit are required under both the R7 and RO zones, whereas commercial related parking vary significantly from one use to another under the RO zone.

3.3.9.2
Review of Existing Land Uses

An analysis of the existing land uses reveals that very little relationship exist between the existing uses and densities, and the intended uses and potential allowed under the current R7(2.5), RO(2.5) and RO(3.0) zones. The current land uses consist, in order of importance, of industrial uses (a federally-owned printing and office complex, a tombstone manufacturer, and a bakery), residential uses (singles, doubles, duplexes and small walk-up apartments), one office use (The Diocese Centre), a public uses (a day care) and an institutional use (a church). This land use mix, most of which are long standing uses non-conforming to the current zoning estalbished some seventeen years ago, typifies the transitional character of the area.

Hence, the area has not developed to the extent contemplated by the high density residential and office zoning designations and little use has been made of the office potential allowed under the current RO zoning.

3.3.9.3
General Proposals

Land Uses

To favour high density residential redevelopment in order to allow the establishment of a residential anchor in the Northeast Quadrant of the Central Area. (Section 3.3.9.5.1).

Density and Built Form Controls

To ensure the provision of a built environment that will encourage residential redevelopment while remaining compatible with the overall scale and character of the area contemplated by this plan. (Section 3.3.9.5.2).

3.3.9.4
Rationale

Land Uses

As indicated in the previous sections dealing with areas 7 and 8, many factors exist that favour a greater residential redevelopment of the Northeast Quadrant of the Central Area.

Firstly, the little use which was made over the years of the residential and office potential is an indication of the inappropriateness of the current zoning desingations. This inaction has perpetuated the heterogeneous land use pattern of the area where, for instance residential and industrial uses are intermingled thus affecting the attractiveness of the area for residential redevelopment.

Secondly, City Council approved policies for the Central Area aim at consolidating, where appropriate, the core and district/local retail functions of the Central Area which entails the reduction and/or elimination of any surplus commercial potential which may exist. Conversely, these land use changes give the opportunity to emphasize on the residential function of the Central Area.

Thirdly, a greater residential redevelopment of the Northeast Quadrant of the Central Area would assist in the revitalization of the Central Area east, in a manner similar to the effect of the Rideau Area Project on the commercial function of the Central Area. The Central Area would thus benefit from this complimentary redevelopment action in that it would no longer be seen essentially as a shopping area but also as an attractive area where one could reside.

Finally, the proximity of a wide range of commercial and community services and facilities located within the Central Area and within the surrounding neighbourhood, contributes to the attractiveness of the area as an area favourable to residential redevelopment. Furthermore, the proximity of the Core Area as a major employment centre would only substantiate this attractiveness.

Hence, the type of residential use and the intensity of use of the land to be permitted should be such that the range of uses and the redevelopment potential would entice developers to invest within the Northeast Quadrant.

In addition to appropriate uses and densities, built form controls that would ensure the provision of a good urban living environment should be established. Such controls governing such aspects as building heights, buildign separation distances and amenity space requirements should take into consideration such planning considerations as the scale of buildings in relation to the pedestrian environment at street level, accessibility to sunlight and ensuring privacy, and the provision of adequate public and private amenity space.

In a review of building height and setbacks and amenity space requirements under By-law AZ-64 for the Fringe Area, it was concluded that the current requirements were different and not responding adequately to current needs. New built form controls and amenity space requirements, more appropriate to medium to high desity residential development, were hence defined. These controls and requirements are contained in the City Council approved Separation Space Study Report and Amenity Space Report and are here reiterated.

In summary, with regard to the provision of parking, the current requirements under Section 13 of By-law AZ-64 seem appropriate to adequately meet the need as demonstrated under Section 3.2.7.4 dealing with Area 7.

3.3.9.5
Recommendations

What follows is a detailed outline of the recommended land uses and built form controls for the high scale residential redevelopment area as shown by Area 9 on Map No. 6. The proposed building separation distances between buildings and amenity space requirements are contained in the City Council approved Separation Space Study and Amenity Space Study and should be referred to for more details.

3.3.9.5.1
Land Use

General Principles

That a wide range of residential uses be permitted in the high scale residential redevelopment area as shown by Area 9 on Map No. 6 in order to favour the establishment of a residential anchor in this portion of the Central Area.

Specific Proposals

Permitted Land Use

a) Public

- community centre (as set out under By-law AZ-64 and any amendment thereto)
- group home or home for children or for the aged, infirm or disabled
- park of playground
- place of worship, including an associated place of public assembly
- public library (as set out under Section 45 of By-law AZ-64 and any amendment thereto)
- public or private recreation or cultural facility
- building or use accessory to the above provided that the building is not used for human habitation

b) Residential

- row or apartment dwelling
- licensed day nursery
- dormitory
- fraternity or sorority house
- home occupation (as set out under Section 39 of By-law AZ-64 and any amendment thereto)
- rooming or boarding house
- notwithstanding the provisions of subsection (2) of section 17 an existing building on an existing lot may be converted to a licensed day nursery, diplomatic premises, fraternity house, sorority house, rooming house or boarding house if there is no alteration to the exterior of the building except for the required fire escapes, extra windows and entrances and provided that the building, when converted, complies with the provisions of the building by-law and the parking provisions of this by-law
- building or use accessory to the above provided that the accessory buildings are not used for human habitation
- private home day care

Parking

As set out under Section 13 of By-law AZ-64 and any amendments thereto.

3.3.9.5.2
Density and Built Form Controls

General Principle

That the intensity of use of the land be of a high scale and be governed by appropriate built form controls and amenity space requirements in order to favour the residential redevelopment of the area in a way compatible with its surroundings and to ensure the provision of a good urban living environment.

Specific Proposals

Density

That the intensity of use of the land be set at an F.S.I. of 5.0.

Building Heights

That the maximum height of buildings be established generally at 10.6 metres (35 feet) along street frontages and at 36.6 metres (120 feet) on the remaining portion of any lots as shown on Map No. 7.

Lot Size

That no minimum or maximum lot sizes be required.

Front Yard Setbacks

That the front yard setback of any building be defined by the extent of the building height coverage shown on Map No. 7 where they average 3.3 metres (10 feet) from the roadway allowances.

Separation Distances Between Buildings

That the separation distances between buildings be as set out in the City Council approved report dealing with separation distances in the redevelopment areas of the Fringe Areas of the Central Area.

Amenity Space Requirements

That the provision of amenity space be as set out in the City Council approved report dealing with amenity space in the redevelopment areas of the Fringe Areas of the Central Area.

3.3.10
The High Scale Residential/Commercial Areas (Area 10)

The proposed high scale residential and commercial areas consist of the lot accommodating the York Towers Apartment on York Street and the area fronting on the west side of King Edward Avenue between St. Patrick Street and Murray Street as shown by Area 10 on Map No. 6.

3.3.10.1
Review of Existing Zoning

York Towers Apartment

The York Towers Apartment is currently zoned RO, a residential/office zone which allows a variety of public uses, single family dwellings, apartment dwellings, apartment hotels, hotels, office uses and limited range of commercial uses if located in an hotel or office building. The 'x' attached to the RO zone affecting that portion of the subject property fronting on York Street denotes that retail busienss is a permitted use providing it is located on the ground floor and that such use do not exceed 111.5 square metres (1,200 square feet).

The density varies from an F.S.I. of 1.5 for that portion of the property fronting on Clarence Street to 2.5 for that portion on York Street. The maximum building height, established under Amendment No. 62 of the City's Official Plan, is set at 85 metres (278 feet) above grade or buildings of 31 storeys high.

Minimum lot sizes of 15 metres (50 feet) in width and 464 square metres (5,000 square feet) of lot area in the case of single family uses and of 22.5 metres (75 feet) and 696 square metres (7,500 square feet) of lot area in the case of apartment dwellings or apartment hotels are required under the RO zoning designation whereas no minmum lot sizes are required for hotel and office uses under the same zone.

Front yard requirements of 3 metres (10 feet) are set under the RO zone, whereas side and rear yards and other open space requirements vary from 0 to 12 metrs (0 to 40 feet) depending upon the window/windowless wall conditions facing a side or rear yard. Side and rear yard requirements are also based upon the height of the building in each situation.

Finally 0.5 parking spaces per residential unit are required under the RO zone whereas commercial related parking vary significantly from one use to another under the RO zone.

King Edward Avenue at St. Patrick Street

In the case of the area located on the west side of King Edward Avenue between St. Patrick Street and Murray Street, two of the three properties are zoned C1-c whereas the third property is zoned R7. The C1-c zone is a general commercial and residential zone which allows residential uses and a wide range of retail and service commercial uses providing it is limited to 50% of the total allowable floor space. Prior to the enactment of Holding By-law 82-80, the 'c' denoted a height restriction of 10.7 metres (35 feet).

The permitted density is set at an F.S.I. of 1.0 in the case of the C1-c zone whereas none is specified for the R7 zone. The maximum building height limit established under Amendment No. 62 of the City's Official Plan is set at 113.5 metres (372 feet) above grade or buildings of 41 storeys in height.

Minimum lot sizes of 15 metres (50 feet) in width and 464 square metres (5,000 square feet) of lot area in the case of single family dwellings and of 22.5 metres (75 feet) in width and 696 square metres (7,500 square feet) of lot area in the case of apartment dwellings are required under the R7 zone, whereas no minimum lot sizes are required under the C1-c zone.

Front yard requirements are set at 3 metres (10 feet) in the case of residential uses under both the R7 and the C1-c zones, whereas no building setbacks are required for commercial uses under the C1-c zone.

Side and rear yard and other open space requirements are not too disimilar in both zoning categories. In the C1-c zone, a non-residential building need not provide side or rear yards or open space unless abutting a street or a residential zone where minimum side and rear yards are required. However, in the case of a mixed use building in a C1-c zone and in all cases in an RO zone, side and rear yards and other open spaces vary from 0 to 12 metres (0 to 40 feet) depending upon the window/windowless wall conditions facing side and rear yards. Side and rear yard requirements and other open space are also based upon the height of the building in each situation.

Parking spaces at a rate of 0.5 spaces per residential unit are required under the R7 zone and for the residential uses under the C1-c zone, whereas commercial related parking vary significantly from one use to another under thee C1-c zoning.

3.3.10.2
Review of Existing Land Uses

When comparing the existing land uses with the current zoning some relationship exist within two of the three zoning designations. For instance, the York Towers Apartment, which comprise of retail uses at grade, two storeys of offices uses and seven storeys of dwelling units, is in conformity with the current RO-x(2.5). Similarly, the service station located at the southwest corner of St. Parick Street and King Edward Avenue is in conformity with its current C1-c(1.0) zoning. However, the two storey residential dwelling located within the C1-c(1.0) zone and the office use accommodated in a converted primary school building located at the northwest corner of Murray Street and King Edward Avenue and within the R7 zone are non-conforming uses.

The York Towers Apartment is a recent development (1974). The current zoning should, hence, remain unchanged as it reflects the present uses. As for the area located on King Edward Avenue between St. Patrick Street and Murray Street the two zoning designations are inappropriate in light of the non-conforming uses accommodated with the C1-c and R7 zones. Land uses compatible with the overall intent of this Plan, which is to favour residential redevelopment, but taking into consideration also the geographic location of the subject area (being bounded by three arterial roads) should be defined.

3.3.10.3
General Proposals

Land Uses

To ensure the provision of an appropriate range of uses that would reflect existing uses and/or take into consideration the geographic location of the subject lands but remaining concurrent with the overall intent of this Plan. (Section 3.3.10.5.1).

Density and Built Form

To favour the provision of a built environment that will encourage redevelopment in keeping with the scale of its surroundings and with the overall character of the area. (Section 3.3.10.5.1).

3.3.10.4
Rationale

Land Use

York Towers Apartment

The range of permitted uses under the current RO-x zone affecting the York Towers Apartment is seen appropriate as it reflects the existing uses. Furthermore, the recent date of construction (1974) of the subject building and the recent (1981) zoning change (By-law 1-81) which allows retail businesses at grade on that portion of the subject site fronting on York Street does not warrant a change to the curent zone. The permitted retail uses at grade are compatible with the uses located across York Street and with the proposed heritage commercial land use designation proposed for the areas lying to the east and west of the subject site, thus conferring, essentially, a commercial function to that portion of York Street. The commercial and office uses should not extend, however, to that protion of the site fronting on Clarence Street in order not to detract, further, the primary residential character of that portion of Clarence Street.

King Edward Avenue at St. Patrick Street

With regards to the area fronting on the west side of King Edward Avenue between St. Patrick Street and Murray Street, a zoning designation that will allow a land use mix similar to the one that exist on York Towers Apartment site is seen appropriate. The main reason are, firstly, its geographic location. The site is bounded by three major roadways namely King Edward Avenue to the east and St. Patrick and Murray Streets to the north and south forming an east/west arterial couplet, thus rendering the site an undesireable location for residential uses at the lower levels.

Conversely, and extensive commercial/office zone would defeat one of the main planning policies for the Central Area, approved by City Council, which is to consolidate existing commercial areas within the Central Area and to eliminate of any surplus of commercial/office potential. The extensive commercial/office redevelopment potential allowed currently within the Northeast Quadrant under the present zoning designations, but which was never put to use by the property owners, is a clear indication of the unnecessity of such potential. Hence, a limited range of commercial/office uses to be permitted on the lower levels of any future redevelopment of the subject site with residential uses on the upper level are seen as appropriate uses.

The intensity of use of the land should favour the redevelopment of the site. However, appropriate built form controls, that would ensure the provision of a compatible built environment with what is allowed in its surroundings, should be established. To that effect, those controls and requirements defined under the Separation Space Study and Amenity Space Study were developed for medium to high density developments, and are seen appropriate for this site.

Current parking requirements, established under By-law AZ-64, are seen as appropriate requirements for the proposed uses and at the permitted densities.

3.3.10.5
Recommendations

What follows is a detailed outline of the recommended land uses and built form controls for the high scale residential and commercial areas shown as Area 10 on Map No. 6. The proposed separation distances between buildings and amenity space requirements are contained in the City Council approved Separation Space Study and the Amenity Space Study and should be referred to for more details.

3.3.10.5.1
Land Uses

General Principle

That residential uses and limited retail/office uses be permitted in the high scale residential and commercial areas as defined by Area 10 on Map No. 6 in order to reflect existing uses and/or allow redevelopment in a compatible manner with its surrounding environment.

Specific Proposals

Permitted Land Uses

a) Public

- .community centre (as set out under By-law AZ-64 and any amendment thereto)
- .group home or home for children or for the aged, infirm or disabled
- .park of playground
- .public or private recreational or cultural facility
- .building or use accessory to the above provided that the building is not used for human habitation and is directly related and essential to the effective operation of the principle use

b) Residential

- .The following uses provided that the ground floor is used for retail and/or office purposes:
  - .row or apartment dwelling
  - .dwelling units for the elderley
  - .rooming or boarding house
  - .private home day care
  - .licensed day nursery
  - .ecclesiastical residences
  - .home occupation (as defined in By-law 27-81)
  - .diplomatic premises
  - .fraternity or sorority house
  - .building or use accessory to the above provided that the building is not used for human habitation and is directly related and essential to the effective operation of the principle use.

c) Commercial

- .the following uses, if located in a building occupied by a use set out above:
  - .offices
  - .bank
  - .barber shop
  - .beauty parlour
  - .drug store
  - .dry cleaner's distribution station
  - .florist shop
  - .eating establishment
  - .optician
  - .retail business located on the ground floor only and not exceeding a maximum gross floor area of 111.5 square metres (1,200 square feet)

Parking

As set out under Section 13 of By-law AZ-64 and any amendments thereto.

3.3.10.5.2
Density and Built Form Controls

General Principle

That the intensity of use of the land be of a high scale and be governed by appropriate built form controls and amenity space requirements in order to favour the redevelopment of any land in a compatible way with its surroundings and to ensure the provision of a good urban living environment.

Specific Proposals

Density

That the maximum intensity of use of the land be set at an F.S.I. of 5.0 but where the permitted commercial uses not exceed an F.S.I. of 1.5.

Building Height

That the maximum height of buildings be those shown on Map No. 7.

Lot Size

That no maximum or minimum lot size be required.

Front Yard Setback

That the front yard setback be those defined by the extent of the building height coverage shown on Map No. 7 which setbacks generally correspond to 3 metres (10 feet) from the roadway allowances.

Separation Distances Between Buildings

That the separation distances between buildings be those set out in the City Council approved report dealing with Separation Space in the redevelopment areas of the Fringe Areas of the Central Area.

Amenity Space Requirements

That the provision of private and public amenity spaces be those set out in the City Council approved report dealing wih Amenity Space in the redevelopment areas of the Fringe Areas of the Central Area.

3.3.11
High Scale Residential Redevelopment and Limited Commercial Area (Area 11)

The proposed high scale residential redevelopment and limited commercial area consist of the area lying on the east side of Cumberland Street between York and George Streets as shown by Area 11 on Map No. 6.

3.3.11.1
Review of Existing Zoning

The subject area is currently zoned M2-x(2.0) a light industrial zone which allows, in addition to some public, commercial and office uses, a wide range of light industries such as the wholesaling, warehousing, manufacture, compounding, processing, assembly, repair, packaging or treatment of a variety of materials and goods providing that such uses are carried wholly within an enclosed building and are non-pollutant. The 'x' denotes an exception to the standard M2 zone which, in this case, allows for a greater range of commercial uses.

A floor space to lot area ratio (F.S.I.) of 2.0 is permitted and the maximum building height, permitted under Amendment No. 62 of the City's Official Plan, is set at 94.5 metres (310 feet) above grade or buildings of 35 storeys high.

Generally, no side yards are required under an M2 zone unless it abuts a public or residential zone where side yards of no less than 3 metres (10 feet) are required. A minimum rear yard of 3.6 metres (12 feet) in depth is required in all cases.

Parking requirements are those set out under Section 13 of By-law AZ-64 and they vary significantly depending upon the type of use provided.

3.3.11.2
Review of Existing Zoning

The subject area (Area 11) currently accommodates a public parking lot which occupies two thirds (2/3) of the lands, the remaining one third (1/3) being occupied by residential uses, namely single, double and duplex dwelling units. The public parking area is a permitted commercial use under an M2 zone, whereas the five residential buildings, which are in fair to good conditions and in place well prior to the enactment of By-law AZ-64, are non-conforming uses.

A recent proposal which was granted Site Plan Control approval called for the construction of a parking structure on the existing parking lot area. The construction of the structure, which was to service the IGA foodliner located across George Street to the south and the public at large, was not initiated by the applicant. Instead, discussions have taken place recently, between the developer and the Planning Branch, on a revised development proposal which would affect all of Area 11. This proposal consists of the relocation and expansion of the IGA foodliner on the subject site, the accommodation of some 400 public parking spaces and the construction of approximately 300 dwelling units. The required floor space contemplated is 12,200 square metres (40,000 square feet) of commercial floor area (but no less than 9.150 square metres (30,000 square feet)) and what is necessary for 300 dwelling units. Parking spaces are not accounted for in the calculation of the F.S.I.

This proposal has more merit than the initial one in that, in addition to the provision of a public parking facility as initially proposed, it would accommodate a significant amount of dwelling units. This would contribute in meeting the overall objective of this Plan, which is to favour a greater residential role of the Northeast Quadrant.

Some reservations can be expressed, however, with regards to the commercial component of this proposal. As indicated in the preliminary Development Plan for the Northeast Quadrant, dated September 1979, the initial land use proposal for the area bounded by Cumberland Street, York Street, King Edward Avenue and George Street was favouring a high scale residential redevelopment in order to establish a residential anchor in proximity to the commercial core area of the Central Area. Furthermore, a consolidation of commercial activities where most predominant was proposed also under the Preliminary Plan for the Northeast Quadrant in order to reduce and/or eliminate the surplus commercial development potential allowed under the current zoning.

In comparison, the proposed development required the allocation of a significant amount of commercial development potential (up to 12,200 square metres) in order to accommodate the relocation of a major food store, thus contravening to the intent of the initial land use proposals. Moreover, the accommodation of commercial floor space would reduce significantly the potential of an area highly appropriate for future residential redevelopment. In fact, the subject area, with its vacant lands and given its size, constitutes the area within the Northeast Quadarant where residential redevelopment could take place in a near future. It is seen, therefore, as an important opportunity to stimulate the residential redevelopment within the area.

3.3.11.3
General Proposals

Land Uses

To facilitate the redevelopment of the area through an appropriate zoning that would allow a given maximum amount of commercial potential providing that residential uses are accommodated and constitute the primary function of the subject area (Section 3.3.11.5.1).

Built Form

To ensure the provision of a built environment that would accommodate, adequately, the proposed uses and would be compatible with its surroundings. (Section 3.3.11.5.2).

3.3.11.4
Rationale

The subject land use and built form area (Area 11) offers great potential and constitute an opportunity for redevelopment in a near future. The area is largely vacant sizeable and under one ownership. Moreover, the owner has indicated his willingness in redeveloping the lands through the submission of a development proposals which was granted Site Plan Control Approval and, subsequently, through his intent to revise and expand the initial development proposal by including a residential and a commercial component.

The initial proposal consisted in the construction of a parking structure intended for customer partonizing the IGA Foodliner located across the street, and as a public parking facility. This proposal was granted Site Plan Control Approval providing that residential uses would form an important component of this site in the future. The parking structure was never built. Instead, the owner submitted, recently, a revised proposal which incorporated the foodliner, the parking structure and up to 300 dwelling units. The proposal, though at a preliminary stage, is seen by Planning Branch as a significant improvement to the initial proposal and one that the whole area could benefit from.

The revised proposal would make a better use, in a near future, of the subject lands than the present public parking use. It would also constitute a better proposal than the parking structure initially proposed. The proposed 300 dwelling units would contribute in bringing more vitality to the area, would compliment the extensive commercial revitalization being undertaken with the construction of the Rideau Centre, the Rideau Street Mall and with the proposed improvements to the Market Area, and could be a generator of further residential redevelopment within the Northeast Quadrant.

The emphasis should, therefore, be on the residential component of the development proposal. A two-phase development of commercial-parking structure followed by an eventual residential component would not be acceptable. The main reasons being the extensive commercial revitalization of the Central Area east which would provide the area with an important amount of commercial floor space, and the existing commercial redevelopment potential allowed under current zonings which is more than adequate to meet any further demand in commercial floor space. These reasons are self-explanatory and defeat any logical arguments that would tend to favour any further expansion of the commercial development potential. Also, and more specific to the proposal, is that the property located on Rideau Street at Cumberland and accommodating the existing foodliner offers sufficient potential to allow a substantial expansion of the food store. Hence, the need to relocate the foodliner north of George Street in order to allow an expansion cannot be substantiated, especially if it forms part of a two-phase development which would not guarantee the provision of any residential unit on the subject site.

The subject area (Area 11) is therefore seen as primarily a high scale residential redevelopment area. The accommodation of a limited amount of commercial floor space, in order to allow the relocation of the foodliner as envisaged by the property owner, constitutes an incentive towards the accomdoation of a significant amount of residential units, and would make the redevelopment of the subject site economically more appealing. Also, its incorporation in a development which character would be primarily residential would minimize its impact onto the surrounding environment. Furthermore, the existing and proposed land uses to be south and west of the subject site are essential commercial.

With regards to the provision of some 400 parking spaces, they can easily be accommodated within the project. Being a secondary use to the residential and commercial uses, this would certainly be more compatible with the surrounding areas than the approved parking structure.

The density to be permitted that would accommodate the proposed commercial and residential floor spaces is a floor space to lot area ratio (F.S.I.) of 5.0. This represents a significant increase in density currently permitted under the M2-x(2.0) zoning. It corresponds, however, to the proposed F.S.I. recommended for the area lying immediately to the east of the subject Area 11.

Notwithstanding the proposed high density ratio, appropriate built from controls, such as building heights, separation distances between buildings and the provision of amenity space, should be defined in order to ensure the establishment of a built environment compatible with the scale proposed for the surrounding areas and appropriate for the type of uses proposed for the subject site, while still accommodating the permitted high density potential.

As indicated previously, a review of By-law AZ-64 has shown some difficiencies to the said By-law in terms of controls and requirements related to high density developments in inner neighbourhoods such as the Fringe Areas of the Central Area. As a result, new built form controls governing building heights, setbacks and the provision of amenity space were defined and approved by City Council.

Specific to Area 11, a maximum building height limit of 36.6 metres (120 feet) with a maximum building height of 10.6 metres (35 feet) for the first 20 feet of setback along those portions of the lot fronting on York and George Streets were defined. Varying separation distances between buildings were also defined based upon the premise that the higher the built form is, greater distances between windows are required to secure privacy and viewing. Furthermore, the function of each window in terms of its significance within the building is also a factor, as is the overall bulk of each building. Finally, new requirements were developed for the provision of landscaped open spaces and public and/or private amenity spaces in order to ensure a good living environment. These requirements are based on the total lot area for landscaped open space at a minimum rate of 15% of the area, and, in the case of the project amenity space, on the number and type of units provided using a fixed rate per type of units as a common denominator.

3.3.11.5
Recommendations

What follows is a detailed outline of the recommended land uses and built form controls for the high scale residential and limited commercial area as shown by Area 11 on Map No. 7. The proposed separation distances between buildings and amenity space requirements are contained in the City Council approved Separation Space Study and the Amenity Space Study and should be referred to for more details.

3.3.11.5.1
Land Uses

General Principle

That a wide range of residential uses and a foodliner be permitted providing that the commercial floor space is developed only if residential units are provided in the high scale residential redevelopment and limited commercial area as defined by Area 11 on Map No. 6 in order to favour, primarily, the residential redevelopment of the subject area and facilitate this redevelopment.

Specific Proposals

a) Public

.community centre (as set out under By-law AZ-64 and any amendment thereto)

- group home or home for children or for the aged, infirm or disabled (as defined in By-law AZ-64 and its amendments)
- park of playground
- building or use accessory to the above provided that the building is not used for human habitation and is directly related and essential to the effective operation of the principle use

b) Residential

- row or apartment dwelling -home occupation (as defined under By-law 27-81)
- rooming or boarding house
- eccelastical residences
- private home day care
- dwelling units for elderley persons
- licensed day nursery
- fraternity or sorority house
- building or use acceossory to the above provided that the building is not used for human habitation and is directly related and essential to the effective operation of the principle use

c) Commercial

- a self-service grocery of no more than 4,185 square metres (45,000 square feet) only if residential units are provided on the site.
- public parking garage only if residential units are provided on the site.

Parking

That parking spaces as required under Section 13 of By-law AZ-64 be provided on this site.

3.3.11.5.2
Density and Built Form Controls

General Principle

That the intensity of use of the land be of a high scale and be governed by appropriate built form controls and amenity space requirements in order to accommodate the proposed uses while still ensuring the provision of a good built environment.

Specific Proposals

Density

That the intensity of use of the land be set at a floor space to lot area ratio (F.S.I.) of 5.0.

Building Height

That the maximum height of buildings be those shown on Map No. 7 where a maximum height of 10.6 metres (35 feet) is set for the first 6.1 metres (20 feet) of the property fronting on York and George Streets and where a maximum building height of 36.6 metres (120 feet) is set for the balance of the area.

Lot Size

That no maximum or minimum lot size be required.

Front Yard Setback

That the front yard setback in Area 11 be those defined by the extent of the building height coverage shown on Map No. 7.

Separation Distances Between Buildings

That the separation distances between buildings be those set out in the City Council approved report dealing with Separation Space in the redevelopment areas of the Fringe Areas of the Central Area.

Amenity Space Requirements

That the provision of amenity spaces be those set out in the City Council approved report dealing wih Amenity Space in the redevelopment areas of the Fringe Areas of the Central Area.

3.3.12
Medium Scale Commercial and Industrial Area (Area 12)

The proposed medium scale commercial and industrial area encompasses the area located on the south side of York Street west of Cumberland as shown by Area 12 on Map No. 6.

3.3.12.1
Review of Existing Zoning

Area 12 is essentially zoned M2-x, a light industrial land use zone which allows, in addition to some public and commercial uses, a wide range of light industries such as the manufacture, compounding, processing, assembly, repair, packaging or treatment of a variety of materials and goods providing, however, that such uses are carried wholly within an enclosed building and are non-pollutant. The 'x' denotes an exception to the standard M2 zone which, in this case, allows office uses as a principle use providing they do not exceed 50% of the permitted gross floor area. One lot located at the extreme westerly portion of area 12 is zoned RO, a residential and office zone which allows a variety of public uses, single family dwellings, apartment dwellings, apartment hotels, hotels and office uses and some limited commercial uses if located in an hotel or office building.

The permitted density under the M2 zone is set at a floor space to lot area ratio (F.S.I.) of 2.0 and at 2.5 in the case of the RO zone. The maximum building height, established under Amendment No. 62 of the City's Official Plan, is set at 86 metres (282 feet) or buildings having some 28 storeys in height.

Generally, no side yards are required under an M2 zone unless it abuts a public or recreational zone where side yards of no less than 3 metres (10 feet) are required. A minimum rear yard of 3.6 metres (12 feet) in depth is required in all cases. In comparison, side and rear yards and other open spaces vary from 0 to 12.2 metres (0 to 40 feet) under an RO zone, depending upon the window/windowless wall conditions facing side or rear yards and the height of the building in each situation.

Parking requirements are those set out under Section 13 of By-law AZ-64 and they vary significantly depending upon the type of uses provided.

3.3.12.2
Review of Existing Land Uses

The existing land uses located within the M2 zone reflect generally the current zoning as a variety of light non-pollutant industries and commercial/office uses are intermingled with one another. The only exception is three residential buildings of 2 and 2 1/2 storeys fronting on Cumberland Street at York Street. As for the lot located within the RO zone, it is currently being used as a public parking lot contrary to the list of permitted uses outlined under the RO.

The current industrial and commercial/office land use mix is relatively recent. Originally, the area accommodated essentially industrial uses, namely two major warehousing facility. Over the years, pressure for a greatr commercial use of the area resulted in amending the standard M2 zone to allow a limited amount of offices as a principle use.

As a result, commercial/office uses constitute a significant portion of the total floor area accommodated on the Spaghetti Factory site as shown on Table VI. In fact, they amount to approximately 30% of the total gross floor area where, under a standard M2 zoning, commercial/office uses are limited to 15% of the total gross floor area. Not accounted for in this percentage is the existing vacant floor space (18% of total floor area) which could be used, under the amended M2 zone for this site, to accommodate a greater amount of office spaces providing it does not exceed 50% of the permitted gross floor area (an additional 9,207 square feet).

TABLE VI
Existing Commercial and Industrial Floor Area for Area 12
in square metres (square feet)

Site	Lot Area	Zoning	Uses	Floor Area	Permitted Density	% of Density
116 York	(5,467) 508.43	RO(2.5)	public parking	N/A	(13,667) 1,271.03	0
Spaghetti Factory (northern part fronting on York)	3,057.19 (32,873)	M2-x(2.0)	com/off. industrial vacant Total	2,200.94 (23,666) 3,889.07 (41,818) 1,360.40 (14,628) 7,450.42 (80,112)	up to (32,873) 3,057.19 up to (65,746) N/A 6,114.38 (65,746)	122%
Loeb	1,843.82 (19,826)	M2-x(2.0)	industrial	962.350 (10,350)	3,687.64 (39,652)	26%

Furthermore, the existing floor area of the Spaghetti Factory building is 22% greater than the permitted total gross floor area under the current M2-x(2.0). This additional floor area has been generated by the C2(5.0) zone affecting the southern half of the subject site fronting on George Street where most of the required parking is located but where the permitted gross floor area amounts to 110,687 square feet. Part of this permitted floor area has been transfered to the northern half of the lot.

With regards to the Loeb warehouse and wholesale facility, it is a typical use usually found in light industrial zones. This type of use is compatible with its surroundings and its location, in a central area of the City, is advantageous given the primary wholesale function of the use catering primarily to institutions. Table VI also shows that very little use has been made of the permitted density.

The illegal public parking lot located within the RO zone is fairly recent. An old 2 1/2 storey residential building, which was once converted in offices, was demolished after many attempts were made by several property owners to expand, renovate, and/or redevelop the site for commercial purposes. All of the redevelopment proposals were never pursued as they all required a zoning change. Notwithstanding the non-conforming status of the present parking use of the site, it nevertheless assist in meeting a pressing demand for adequate public parking within the immediate surrounding areas.

Finally, with regards to the area accommodating the three residential buildings, it affects a relatively small site (7,200 square feet of lot area) which made it unattractive for any industrial redevelopment over the years. The existing buildings are in good to fair conditions. Nevertheless, its location next to major industrial/commercial uses renders the area not the most desireable area for residential uses.

However, the overall land use function of Area 12 is one largely oriented towards mixed industrial and commercial activities and services complementary to the major office and retail functions of the adjoining Core Area.

3.3.12.3
General Proposals

Land Use

To retain and favour a wide variety of industrial and commercial uses in the medium scale commercial and industrial area, shown by Area 12 on Map No. 6, in order to reflect existing uses and allow the establishment of any other similar uses that could complement the major office and retail function of the adjoining Central Area. (Section 3.3.12.5.1).

Density and Built Form

To provide sufficient floor space capacity to reflect existing and allow future redevelopment while ensuring the provision of a built environment compatible with its surroundings, particularly, the designated heritage area located immediately to the north, across York Street. (Section 3.3.12.5.2).

3.3.12.4
Rationale

a) Land Uses

The proposed commercial and industrial uses contemplated for Area 12 would not only reflect the long standing and primary function of the subject area, but would also perpetuate the diversity in activities and functions of the ByWard Market and its surroundings. The proposed mixed land use would also allow uses, complementary to the major downtown activity centre that cannot locate within the Central Core Area, to be located in proximity. This is particularly the case for several industrial uses which are excluded from the amended C2 zones (By-law 375-80) of the Central Area where a limited number of industrial uses are permitted.

b) Density and Built Form

The density to be permitted should be increased from the current floor space to lot area ratio (F.S.I.) of 2.0. to an F.S.I. of 3.0 in order to better reflect the existing intensity of use of the subject land. A density of 3.0 would allow the existing total floor area, which corresponds to an F.S.I. of 2.43, to conform, and would allow some additional development potential.

An F.S.I. of 3.0 would also take into consideration the maximum scale of development proposed for the area. As shown on Map No. 7 the maximum building height is set at 21.4 metres (71 feet) with a 10.6 metre (35 feet) maximum height limit along the York Street frontage. These maximum heights were established based on the scale of existing and future developments across York Street from the subject lands, which area has been identified as one of the heritage areas of the Central Area (Heritage Area 22). The 21.4 metre height limit would be compatible with the overall scale proposed for most of the study area and still allow some additional redevelopment potential. The 10.6 metre height limit proposed along the York Street frontage is to ensure the provision of a compatible built form with the street environment where pedestrians play an important role.

New separation distances between buildings and new amenity space requirements more appropriate for areas located in a downtown location were also defined. These are contained in the City Council approved reports dealing with Separation Space and Amenity Space and should be referred to for more information.

3.3.12.5
Recommendations

What follows is a detailed outline of the proposed land uses and built from controls for the medium scale commercial and industrial area as shown by Area 12 on Map No. 6.

3.3.12.5.1
Land Uses

General Principle

That a wide range of commercial and industrial uses with some public and residential uses be permitted in the medium scale commercial and industrial area as defined by Area 12 on Map No. 6 in order to provide, in proximity to the Central Area, a variety of commercial and industrial uses complementary to the Central Area.

Specific Proposals

Permitted Uses

a) Public Uses

.community centre (as defined under AZ-64 and its amendments)
.group home or home for children, the aged, infirm or disabled (as defined in By-law AZ-64 and any amendments thereto)
.park or playground
.public or private recreation or cultural facility
.building as use accessory to the above provided that the building is not used for human habitation

b) Residential Uses

.apartment dwelling
.dwelling units located in a building containing commercial uses, if more than fifty percent (50%) of the ground floor of such building is commercial

c) Commercial Uses

.art gallery
.bank
.bar or lounge
.blueprinting or photostating establishment
.catering establishment
.custom workshop
.eating establishment
.film exchange
.frozen food locker establishment
.hotel
.laboratory
.licensed day nursery
.office
.personal service business
.passenger terminal
.place of public assembly
.printing establishment
.private club or lodge
.public garage
.public parking lot
.repair business if conducted wholly within a completely enclosed building but excluding automobile repair establishment
.retail business
.school, including a school operated for profit or gain
.studio
.theatre or cinema
.tourist establishment
.building or use accessory to the above provided that the building is not used for human habitation

d) Industrial Uses

.The manufacture, compounding, processing, packaging or treatment of such products as candy, dairy products, drugs, perfume, pharmaceuticals, perfume and toilet soap, tioletries, and food products EXCEPT fish and meat products, sauerkraut, vinegar, yeast and the rendering or refining of fats and oils

.the manufacture, compounding, assembling, packaging or treatment of articles or merchandise from the following previously prepared materials: bone, cellophane, canvas, cloth, cork, feather, felt, fibre, fur, glass, hair, horn, leather (not including tanning), paper, cardboard, plastics, precious or semi-precious metals or stones, shell, textiles, tobacco, wood (excluding planing or saw mills), and paint not employing a boiling process

.the manufacture of ceramic products, using previously pulverized clay and kilns fired only by electricity or low pressure gas

.the manufacture, assembly, repair and maintenance of electric and neon signs, billboards, commercial advertising structures, light metal products, aluminum extrusions, die castings, electrical applicances, electronic instruments and devices, television sets, radios, phonographs, musical instruments, toys, novelties, and rubber and metal stamps

.wholesale business, storage building, ice and cold storage plant, warehouse and equipment sales establishment

.laboratory

.television or radio studio

.building or use including sales accessory to the above provided that the building is not used for human habitation other than by a caretaker or janitor

provided, however, that the permitted uses described in paragraph (d) above are subject to the following:

(A) the uses are wholly or in part within a completely enclosed building, and
(B) the uses are not or do not become obnoxious, offensive or dangerous by reason of the presence or emission of odour, dust, smoke, noise, gas fumes, vibrations, radiation, refuse matter or water-carried waste, and
(C) any operation, except employee or customer parking, carried on outside a building is completely enclosed by an opaque or translucent screen having a height of not less than one point eight (1.8) metres, and
(D) such exterior operations are not carried on in that part of a front yard situated between the main wall of the building and the front lot line.

e) Parking

Parking requirements should be those set out under By-law AZ-64 and any amendments thereto.

3.3.12.5.2
Density and Built Form Controls

General Principle

That the density and the built form of the subject area be compatible with both adjacent residential and commercial areas while still allowing some potential for redevelopment.

Specific Proposals

Density

That the density be set at an F.S.I. of 3.0.

Building Height

That the maximum height of buildings be those shown on Map No. 7 pertaining to Area 12.

Lot Size

That no minimum or maximum lot size shall be required.

Separation Distances Between Buildings

That the separation distances between buildings be those set out in the City Council approved report dealing with Separation Space in the redevelopment areas of the Fringe Areas of the Central Area.

Amenity Space Requirements

That the provision of amenity space be those set out in the City Council approved report dealing with Amenity Space in the redevelopment areas of the Fringe Areas of the Central Area.

3.3.13
High Scale Commercial and Industrial Area (Area 13)

The proposed high scale commercial and industrial area is located on the north side of George Street west of Cumberland Street as shown by Area 13 on Map No. 6.

3.3.13.1
Review of Existing Zoning

The subject area is currently zoned C2 a generalcommercial area which allows, in addition to a limited number of public and residential uses, a full range of retail and office uses. Mixed commercial/residential uses are also permitted providing, however, that 50% or more of the ground floor of a building is used commercially. The permitted floor space to lot area ratio (F.S.I.) is set at 5.0 and the maximum building height limit governed by Amendment No. 62 of the City's Official Plan, is established at 86 metres (282 feet) above grade, or buildings having up to 28 storeys.

Only residential uses, if provided, require yard setbacks of 3.3 metres (10 feet) along street frontages and from 0 to 12.2 metres (0 to 40 feet) in the case of side and rear yard setbacks depending upon the window/windowless wall condition facing a side or rear yard.

No amenity space is required for any of the uses permitted under a C2 zone. Similarly, no parking is required for all uses except in the case of residential uses, where half a parking space for every dwelling unit should be provided.

3.3.13.2
Review of Existing Land Uses

Initailly, the existing uses seem to conform to the C2 zoning designation. A more detail analysis reveals, however, that only one of the four uses, a restaurant, conforms to the current zoning. The other uses consist of a public parking lot accessory to a primary commercial/industrial use fronting on York Street, a combined hostel, retail and warehouse facility, and a vacant lot and building accommodating, until recently, a service station, a use which was permitted under a C2 zone. Hence, though most of the existing uses do not conform to the present zoning, they convey to the subject area a character which is not so dissimilar to any standard C2 zones.

In addition, the existing uses are far from making use of the total development potential allocated under the present density of 5.0. For instance, the Salvation Army Union Mission amounts to approximately 1/3 of its development potential including a recent major expansion of its hostel

and warehouse facility; the restaurant only amount to approximately 20% of the permitted density; the vacated service station only make up a small fraction of its development potential, whereas the parking lot represent a 100% development potential.

Despite this overall underutilization of the land in terms of both land uses and density, a zoning which would allow a wide variety of commercial and industrial uses and sufficient development potential is seen warranted, given the proximity of the subject area to the Central Area and the nature of the adjacent uses. Appropriate built form controls should be established, however, to govern the future built environment.

3.3.13.3
General Proposals

Land Use

To retain the full range of commercial uses and allow a wide variety of industrial uses in the high scale commercial and industrial area shown by Area 13 on Map No. 6 in order to reflect existing uses and allow the establishment of any other similar uses that could complement the major office and retail function of the adjoining Central Core Area. (Section 3.3.13.5.1).

Density and Built Form

To provide sufficient floor space capacity to allow future redevelopment while ensuring the provision of a built environment compatible with its surroundings. (Section 3.3.13.5.2).

3.3.13.4
Rationale

a) Land Uses

The general proposals stated above are quite similar to those formulated for the adjacent Area 12. In fact, the intent is to create an homogeneous land use area with most of the area bounded by York, Cumberland, George and Dalhousie Streets exclusive of the most westerly portion of the block abutting the east side of Dalhousie Street.

The main reason for this is to provide an area in proximity to the Central Core Area where uses, complementary to the primarily office/retail function of the Core Area but which cannot locate within the Core Area or cannot afford to locate within such an area, could be accommodated. Also, given that some of the existing uses, such as warehousing, are industrial in nature and that some land holdings are lying in both Area 12 and 13, the establishment of an homogeneous commercial and industrial zone would allow the elimination of some current zoning anomallies.

Furthermore, in allowing a wider range of industrial uses than those permitted under the C2 zones located within the Central Area (By-law 375-80), a greater variety of services could then be accommodated, thus offering the opportunity to better respond to some of the needs of the Central Core Area.

Finally, the retention of the industrial uses within the Northeast Quadrant would allow to perpetuate the land use diversity which characterizes the ByWard Market area and its surroundings.

b) Density and Built Form

A greater density and building height limits than those proposed for Area 12 would be acceptable here since Area 13 is located immediately north of the high density commercial Core Area fronting along Rideau Street and part of Dalhousie Street. The resulting built form thus allowed would remain comparable to the existing and permitted built form within the surrounding areas.

Specifically, the proposed density for the areas lying to the east and west of the subject area is set at an F.S.I. of 5.0 and the density permitted under the current zoning for the area to the south is set at an F.S.I. of 8.0. Similarly, corresponding maximum building height limits of 36.6 metres (120 feet) are proposed for the areas lying to the east and west, whereas the maximum building height limit for the area to the south, governed by Amendment No. 62 of the City's Official Plan, is set at 85.4 metres (280 feet) above grade.

Therefore, a density of 5.0 with a maximum building height limit of 36.6 metres (120 feet) are seen most appropriate for Area 13. These built form controls would allow a significant amount of development potential similar to the density permitted under the current zoning, while ensuring that the resulting built form remains comparable with its surrounding. Moreover, the proposed maximum building height would act, along with the maximum building height proposed for Area 12, as a transition between the higher building heights currently permitted along Rideau Street and the proposed lower scale heritage commercial area (Area 6) located on the north side of York Street.

In addition to the proposed density and building height controls, new separation distances between buildings and amenity space requirments, more appropriate to medium to high density developments, were developed and approved by City Council for the redevelopment areas of the Fringe Areas of the Central Area. These controls/requirements are contained in two reports, one dealing with Separation Space and the other with Amenity Space, and are referred to in the following proposals.

3.3.13.5
Recommendations

What follows is a detailed outline of the recommended land uses and built form controls for the high scale commercial and industrial area located along the north side of George Street west of Cumberland Street as shown by Area 13 on Map No. 6.

3.3.13.5.1
Land Uses

General Principle

That a wide range of commercial and industrial uses be permitted in order to better reflect existing uses and allow the accommodation of uses that would complement the major office/retail function of the adjacent Central Core Area.

Specific Proposals

Permitted Land Uses

a) Public Uses

.community centre
.group home or home for children, the aged, infirm or disabled (as defined in By-law AZ-64 and any amendments thereto)
.park or playground
.public or private recreation or cultural facility
.building as use accessory to the above provided that the building is not used for human habitation

b) Residential Uses

.apartment dwelling
.dwelling units located in a building containing commercial uses, if more than fifty per unit (50%) of the ground floor of such building is commercial

c) Commercial Uses

.art gallery
.bank

.bar or lounge
.blueprinting or photostating establishment
.catering establishment
.custom workshop
.eating establishment
.film exchange
.frozen food locker establishment
.hotel
.laboratory
.licensed day nursery
.office
.personal service business
.passenger terminal
.place of public assembly
.printing establishment
.private club or lodge
.public garage
.public parking lot
.repair business if conducted wholly within a completely enclosed building but excluding automobile repair establishment
.retail business
.school, including a school operated for profit or gain
.studio
.theatre or cinema
.tourist establishment
.building or use accessory to the above provided that the building is not used for human habitation

d) Industrial Uses

.the manufacture, compounding, processing, packaging or treatment of such products as candy, dairy products, drugs, perfume, pharmaceuticals, perfume and toilet soap, tioletries, and food products EXCEPT fish and meat products, sauerkraut, vinegar, yeast and the rendering or refining of fats and oils

.the manufacture, compounding, assembling, packaging or treatment of articles or merchandise from the following previously prepared materials: bone, cellophane, canvas, cloth, cork, feather, felt, fibre, fur, glass, hair, horn, leather (not including tanning), paper, cardboard, plastics, precious or semi-precious metals or stones, shell, textiles, tobacco, wood (excluding planing or saw mills), and paint not employing a boiling process

.the manufacture of ceramic products, using previously pulverized clay and kilns fired only by electricity or low pressure gas

.the manufacture, assembly, repair and maintenance of electric and neon signs, billboards, commercial advertising structures, light metal products, aluminum extrusions, die castings, electrical applicances, electronic instruments and devices, television sets, radios, phonographs, musical instruments, toys, novelties, and rubber and metal stamps

.wholesale business, storage building, ice and cold storage plant, warehouse and equipment sales establishment

.laboratory

.television or radio studio

.building or use including sales accessory to the above provided that the building is not used for human habitation other than by a caretaker or janitor

provided, however, that the permitted uses described in paragraph (d) above are subject to the following:

(A) the uses are wholly or in part within a completely enclosed building, and
(B) the uses are not or do not become obnoxious, offensive or dangerous by reason of the presence or emission of odour, dust, smoke, noise, gas fumes, vibrations, radiation, refuse matter or water-carried waste, and
(C) any operation, except employee or customer parking, carried on outside a building is completely enclosed by an opaque or translucent screen having a height of not less than one point eight (1.8) metres, and

(D) such exterior operations are not carried on in that part of a front yard situated between the main wall of the building and the front lot line.

e) Parking

Parking requirements should be those set out under By-law AZ-64 and any amendments thereto.

3.3.13.5.2
Density and Built Form Controls

General Principle

That the density and the built form of the subject area be compatible with both adjacent residential and commercial areas while still allowing some potential for redevelopment.

Specific Proposals

Density

That the density be set at an F.S.I. of 5.0.

Builing Height

That the maximum height of buildings be those shown on Map No. 7 pertaining to Area 12.

Lot Size

That no minimum or maximum lot size shall be required.

Separation Distances Between Buildings

That the separation distances between buildings be those set out in the City Council approved report dealing with Separation Space in the redevelopment areas of the Fringe Areas of the Central Area.

Amenity Space Requirements

That the provision of amenity space be those set out in the City Council approved report dealing with Amenity Space in the redevelopment areas of the Fringe Areas of the Central Area.

4. TRANSPORTATION

4.1 Introduction

The Northeast Quadrant, like most other inner City neighbourhoods, is affected by major regional arteries such as King Edward Avenue, Sussex Dirve and St. Patrick Street. Future improvements to these regional road facilities which will directly affect the area have been approved. The most significant improvements are the Rideau Area Project transportation scheme and the St. Patrick/Murray Streets one-way couplet. The Dalhousie Street and Eastern Sub-Areas will be affected by these two schemes.

This chapter is concerned with the local traffic circulation system that will exist within the new arterial system outlined above.

4.2 Review of Existing Conditions and Expected Improvements

4.2.1 Traffic/Transit

Presently, large traffic volumes are witnessed on King Edward Avenue, Sussex Drive and the easterly half of St. Patrick Street. Lesser yet still significant, are the traffic volumes which exist on Dalhousie Street, Cumberland Street and the westerly halves of St. Patrick, York and George Streets.

Following the scheduled changes to the road pattern developed by the Rideau Area Project Team and the implementation of the St. Patrick/Murray Streets one-way couplet (Map No. 8), significant increases in traffic volumes are expected. This will be the case on George Street west of Cumberland Street (to become a three-lane one-way westbound arterial) and on Sussex Drive/MacKenzie Avenue (to become a one-way pair). Some increases will occur, also, on York Street (eastbound), and on Dalhousie and Cumberland Streets (northbound).

Taken as a whole, the new arterial system will change the function of several streets, the area's access or egress to the Market Area, as well as possibly directing some non-destined traffic to the local streets unless some precautions are taken.

4.2.2 Pedestrian/Bicycle

Bicycle and pedestrian movement is heaviest along Sussex Drive, Dalhousie Street, George Street and within the ByWard Market Area proper. Such movement is significant in light of the nature of the shopping activities in the ByWard Market/Sussex Drive area as well as along Dalhousie Street.

4.2.3 Parking/Loading

Convenient parking is important to the operation of the commercial uses in the ByWard Market/Sussex Drive Area and along Dalhousie Street. The near capacity use of on-street and off-street parking clearly demonstrates the need to retain and increase, where possible, the existing level of service, especially short-term parking.

Loading activity was also examined. Much of this activity which takes place primarily within the Market Area, but also along Dalhousie Street, occurs on street and is necessary. Therefore, it should be adequately accommodated in any road improvements scheme that would affect Dalhousie Street.

4.3
General Proposals

4.3.1
Traffic/Transit

To minimize the impact of major road facilities on the residential redevelopment areas of the Eastern Sub-area. (Section 4.5.1).

4.3.2
Pedestrian/Bicycle

To facilitate pedestrian and bicycle movements within the Dalhousie Street and Eastern sub-areas.

4.3.3
Parking/Loading

To ensure the provision of an adequate level of loading facilities associated with the commercial and industrial activities, and improve, where possible, the level of short-term on-street and off-street parking facilities, particularly, in relationship with the commercial and industrial uses.

4.4
Rationale

4.4.1
Traffic/Transit

The most significant impact on traffic in the Northeast Quadrant will be the Rideau Area Project. It is estimated that the Project may generate 1,400 new auto trips (700 in, 700 out) during the p.m. peak hour. Of this total, it is estimated that 400 will traverse the Northeast Quadrant, including those using the Sussex/MacKenzie one-way couplet and King Edward Avenue. Table VII shows the existing and projected traffic volumes in the Northeast Quadrant.

TABLE VII

P.M. PEAK HOUR AUTO VOLUME

Street	At	1976	1980	Future
EAST-WEST VOLUMES				
St. Patrick Street	Sussex	480	1195	550
	Parent	385	765	N/A
	Dalhousie	605	935	530
	Cumberland	970	1150	500
Murray Street	Sussex	N/A	N/A	330
	Parent	N/A	N/A	495
	Dalhousie	N/A	N/A	400
	Cumberland	N/A	N/A	460
	King Edward	N/A	N/A	1000
Clarence Street	Sussex	260	N/A	115
	William	200	N/A	115
	Dalhousie	N/A	195	115
	Cumberland	N/A	N/A	115
York Street	Sussex	525	470	500
	Dalhousie	420	395	345
	Cumberland	200	220	345
	King Edward	235	N/A	250
George Street	Sussex	485	N/A	1165
	Dalhousie	500	405	690
	Cumberland	N/A	N/A	N/A
NORTH-SOUTH VOLUMES				
McKenzie Avenue	St. Patrick	295	N/A	1295
	Wellington	295	N/A	1225
Sussex Drive	St. Patrick	1985	1845	1315
	Murray	N/A	N/A	1480
	York	2195	2030	1780
	George	2460	N/A	1200
Parent Street	St. Patrick	165	340	N/A
	Clarence	N/A	N/A	N/A
ByWard Market	York	N/A	N/A	N/A
	George	240	N/A	N/A
William Street	Clarence	145	N/A	N/A
	York	N/A	N/A	N/A
	George	N/A	N/A	N/A
Dalhousie Street	St. Patrick	775	810	970
	Murray	N/A	N/A	970
	York	880	815	N/A
	George	680	735	1100
Cumberland Street	St. Patrick	650	460	285
	Murray	N/A	N/A	885
	York	815	740	N/A
	George	N/A	N/A	1330
King Edward Avenue	St. Patrick	2565	N/A	2850
	Murray	N/A	N/A	2250
	York	2540	N/A	2160

Source: RMOC Transportation Planning Division, October, 1980

The bulk of the traffic growth between now and 1982 is expected to be on Sussex/MacKenzie, where the one-way couplet should improve operations. The one-way pairing of St. Patrick/Murray Streets is designed to reduce the bottlenecks at the St. Patrick/King Edward and St. Patrick/Sussex intersections. This should minimize the diversion of north-south through traffic to Dalhousie and Cumberland Streets.

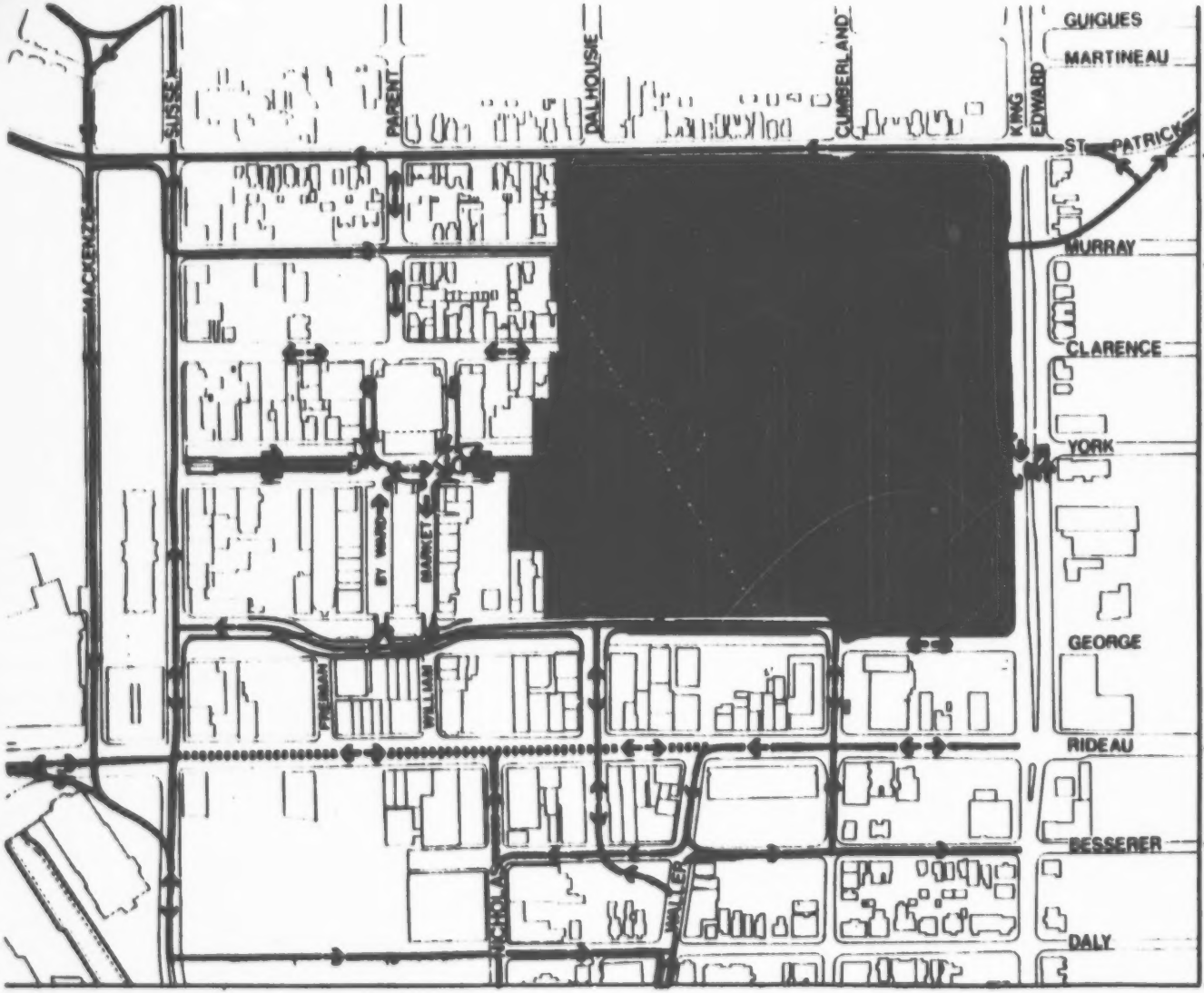
Taken as a pair, traffic volumes on St. Patrick and Murray Streets west of Cumberland Street are not expected to increase significantly in the short-term, but Murray Street will carry some of the eastbound traffic diverted from St. Patrick Street. Eastbound traffic on Murray Street between Cumberland Street and King Edward Avenue will increase significantly over and above what will be diverted from existing eastbound St. Patrick Street. With the planned north/south Nicholas/Waller arterial, it is projected that a significant amount of through traffic will be diverted to Cumberland Street northbound and Murray Street eastbound during the evening peak hour. This through traffic destined for King Edward Avenue is a result of the designation of Cumberland Street as a one-way roadway between Besserer and Rideau Streets.

This northbound traffic diversion to Cumberland Street upto Murray Street eastbound is not desireable when related with the proposed medium scale residential redevelopment designation of most of the area centered on Cumberland Street. Means of directing the bulk of the through traffic to King Edward Avenue at an earlier intersection than Murray Street so to releave the proposed residential redevelopment area from unwanted through traffic were examined. As a result, the most acceptable solution is the improvement of York Street between Cumberland Street and King Edward Avenue and upgrading York Street intersection with King Edward Avenue in order to allow eastbound to northbound left hand turns from York Street to King Edward Avenue so to make this route more attractive than Murray Street.

York Street, from Dalhousie Street to King Edward Avenue could remain divided as shown on Plan No. 9 and still work efficiently in carrying the present and future traffic volumes. The resulting intersection with Dalhousie Street would thus allow the implementation of a couplet arrangement on York Street west of Dalhousie Street with an increased number of parking/vending spaces in the middle part of the roadway as suggested in the City Council approved ByWard Market/Sussex Drive Development Plan. (Section 4.5.1, Item 2b)

Some concerns were expressed with the left-turn movements if the resulting divided intersections of York Street with Cumberland and Dalhousie Streets were implemented. The turning movements from York Street to Dalhousie and Cumberland Streets northbound and southbound could be improved by locating the traffic lights on the median, thus avoiding drivers to be confronted with a red light after having negotiated a left turn when those lights are located at opposite corners from the stop lines. A system of green arrows could improve further, if necessary, the flow of traffic at both intersections.

The projected volumes assume, also, a "maximum diversion" to Dalhousie and Cumberland Streets based on the assumption that key intersections will operate at a balanced level of service. It may be argued that, with the Dalhousie extension, Dalhousie Street would become a more convenient route for through traffic. This would be the case during off-peak hours, but during peak hours, the amount of traffic divertable is constrained by the capacity of the intersection of Dalhousie and George Streets. The attraction of Dalhousie Street would therefore be offset by a bottleneck at George Street, thereby making King Edward Avenue the more attractive of the two for through traffic. This is also the case of Cumberland Street. The addition of through traffic (to Cumberland Street) above what has been projected in Table VII would create congestion at Cumberland/Rideau. Therefore, the volumes projected in Table VII represent a balanced level of service at the three key intersections on Dalhousie Street (at George Street), Cumberland Street (at Rideau) and King Edward Avenue (at Rideau). No significant increase in traffic is projected on other streets in the study area.



Ottawa Central Area Aire centrale

Fringe Area-Northeast Aire secondaire-nord-est

Dalhousie Street + Eastern Sub Areas

Road Network
Per Rideau Area Project Agreement

—— New Roadways
..... Exclusive Bus Lanes

City of Ottawa-Ville d'Ottawa
Community Development-Planning Branch
Développement Communautaire-Section d'urbanisme
Technical Services Division
Division des services techniques

Drawn by-Dessiné par: W. Cloutner
Date: March-mars 1979 FB 618

Feet Pieds 200 100 50 0 50 Metres Mètres

Revised-Révisé

8 Plan no.

The treatment of George Street is an important consideration in transportation in the Northeast Quadrant. The block east of Cumberland Street is not part of the Rideau Area Project road network (George Street west of Cumberland Street becomes a three lane westbound arterial). Because of the presence of a day care centre, it is advisable to minimize the use of through traffic to decrease disruption and increase safety. Because of the presence of a large grocery store and proposed parking garage, it is also desireable to minimize through traffic to decrease traffic conflicts and increase safety. A proposal to allow only northbound to eastbound right turns from Cumberland Street to George Street would achieve this.

However, a more recent proposal affecting the area located on the east side of Cumberland between George and York Streets was submitted to Planning Branch for its review. The proposal consists of the relocation of the IGA on the subject site, the accommodation, below grade, of some 400 vehicles and the construction of approximately 300 dwelling units. Such development requires close consideration to its access/egress in relationship to the surrounding road network, especially as it pertains to the receiving/shipping and the pick-up facilities associated with the grocery store.

The St. Patrick/Murray couplet was examined with a view to constructing narrowings to provide more sidewalk or boulevard areas. The traffic analysis showed that three lanes will be required on each street between King Edward Avenue and Cumberland Street, but that two lanes would accommodate the traffic between Sussex Drive and Cumberland Street. With extensive narrowings, removal of 76 curb spaces would be required. Parking studies undertaken in June, 1979, show that parking deficiencies occur in some of the blocks west of Dalhousie Street adjacent to St. Patrick and Murray Streets.

A second option would have narrowings only at intersections and would require the removal of very few parking spaces. This would be a more appropriate solution as it accommodates both the one-way couplet and the required parking spaces.

With implementation of the Rideau Area Project, some OC Transpo buses would be re-routed from Sussex Drive to Dalhousie Street. The streets in the Northeast Quadrant carrying OC Transpo buses would thus be Dalhousie, Cumberland, George, St. Patrick and Murray Streets. Outaouais buses would be removed from George Street and would be limited to Dalhousie Street, St. Patrick/Murray Streets, King Edward Avenue and Rideau Street.

4.4.2
Pedestrian/Bicycle

The highest bicycle volumes were observed on Sussex Drive--over 250 to 12 hours. Volumes of 80-100 on each of the other three north-south streets were counted. As stated in the ByWard Market/Sussex Drive Development Plan, an at-grade bikeway along Sussex Drive between Besserer and York Streets should be investigated by the Rideau Area Project team and others. This would tie into the Rideau Canal bike path and an east-west facility along the Besserer Street corridor. North of York Street, cyclists could continue to use Sussex Drive or MacKenzie Street as today.

Dalhousie Street would provide a continuous north-south route for cyclists, but they should be encouraged to use Cumberland Street, a quieter street with less parking manoeuvres and bus traffic. No special bicycle facilities on Cumberland Street would be required except in the block between Rideau and Besserer Streets where a one-way southbound bike path or shared sidewalk would be required for continuity. East-west bicycle volumes are low, most trips with destinations in the area, and no special facilities are required.

Pedestrians are fairly well served by the existing street system in that signals or multi-way stops are located at all intersections with high pedestrian crossing volumes. With the Rideau Area Project road network complete, the St. Patrick/Murray arterial couplet, and George Street operating as an arterial, some pedestrian crossing conflicts could occur along Dalhousie Street at Murray Street and at George Street due to a significant increase in traffic volumes on those streets. Means that will

facilitate the safe movement of pedestrians within the study area such as appropriate pedestrian signalization should be provided. This consideration is important given the proximity of the ByWard Market Area which function is essentially pedestrian-oriented.

4.4.3
Parking/Loading

Convenient parking is important to the operation of the commercial use in the Northeast Quadrant. West of Dalhousie Street, 1615 parking spaces are available excluding those spaces used as market stalls. During a June weekday, 79% of these spaces were occupied, with over 90% occupancy in five of the 10 blocks. On a Saturday, the peak occupancy was 73%. The ByWard Market garage was 74% full on a Saturday, and the block containing the Bay garage had a weekday occupancy of 90%. Occupancy rates over 85% indicate over-capacity parking conditions. East of Dalhousie Street, 1132 spaces are available and the peak occupancy was 69% on a weekday.

It is clear that the 134 curb spaces on George Street are used to their capacity, and they should not be removed unless convenient replacement parking is available. The proposed IGA parking structure at George and Cumberland Streets, which was seen as a mean to alleviate some deficiencies, is in the process of being abandoned in favor of a mixed commercial and residential development incorporating some 400 parking spaces below grade.

Loading activity along George Street was examined on a typical August weekday. It was observed that, between Dalhousie and Cumberland Streets, the "no stopping" regulations are disobeyed regularly, and the parking lane on the north side of the south roadway (eastbound) results in congested condition. It is clear, therefore, that when George Street is redesigned and designated as one-way westbound roadway, appropriate on-street and/or off-street loading facilities that would not interfere with the normal vehicular and pedestrian/bicycle movements should be provided.

This should also apply to Dalhousie Street and York Street between Dalhousie and Cumberland Streets though loading activities and associated problems were no as extensive. Little loading activities, if any, occurs on the remaining streets of the study area. If this should change through redevelopment, appropriate off-street loading facilities should be provided within the new developments.

Summary

In summary, the major traffic-related issues to be resolved in the study area are:

a) the need to minimize the impact of through traffic northbound on Cumberland Street that would result from the implementation of the North-South Nicholas/Waller arterial;

b) the need to accommodate the safe pedestrian/bicycle movements along and across Dalhousie Street;

c) the need to retain and improve, where possible, the present level of on-street and off-street parking facilities and that of loading facilities, particularly as they relate to Dalhousie Street.

4.5
Recommendations

4.5.1
Traffic/Transit

1. General Principle

That vehicular movements along Dalhousie Street and within the Eastern Sub-area of the Northeast Quadrant, while needed to be accommodated, should have the least disruptive effect on the pedestrian-oriented commercial activities located along Dalhousie Street and on the primarily residential character of the Eastern Sub-area.

2. Specific Proposals

a) That through traffic northbound on Cumberland be diverted as much as is possible eastbound on York Street to King Edward Avenue through appropriate improvements to York Street and through the modification of the York Street/King Edward Avenue intersection whereby a left-turn movement eastbound on York Street to northbound on King Edward Avenue would be possible.

b) That all traffic and transit movements along Dalhousie Street be monitored after the Rideau Area Project road network is implemented to determine the adequacy of the network in terms of minimizing its impact on that street.

c) That George Street, east of Cumberland Street should have a right-turn only extrance northbound on Cumberland Street to eastbound on George Street; and that the primary access to the proposed development should be located on the south side of York Street between Cumberland and King Edward Avenue.

d) That York Street be designed as a two-way divided couplet from King Edward Avenue to Dalhousie Street and extended west of Dalhousie as suggested in the City Council approved ByWard Market/Sussex Drive Development Plan. (Section 4.5.1, Item 2b)).

4.5.2
Pedestrian/Bicycle

1. General Principle

That pedestrian/vehicular conflicts be minimized in order to ensure the safe movement of pedestrians and bicycles throughout the study area, but particularly along Dalhousie Street.

2. Specific Proposal

That pedestrian movements across Dalhousie Street at Clarence and across Cumberland at George be monitored following the implementation of the Rideau Area Project road network to determine the adequacy of the said intersections, and that appropriate actions be taken, if required, to minimize pedestrian/vehicular conflicts.

4.5.3
Parking/Loading

1. General Principle

That the present level of parking and loading services especially along Dalhousie Street, be retained and improved where possible.

2. Specific Proposals

a) That curb parking and loading zones along Dalhousie Street be retained.

b) That the off-street parking facilities serving Dalhousie Street, namely the Clarence Street parking lot, be well identified and easily accessible.

c) That adequate parking and loading facilities be provided in all new developments.

5.
RECREATION

5.1
Introduction

The Dalhousie Street and Eastern Sub-areas accommodate a relatively small population for an area which lies in a downtown urban setting. In fact the study area is characteristic of a transitional area between the Central Core Area and the more stable residential community of Lowertown East and Lowertown West, and constitutes the southern extension of the Lowertown West community.

Since the enactment of the City of Ottawa Comprehensive Zoning By-law AZ-64, over seventeen years ago, little development has taken place despite a generous potential. This form of stagnation or inertia is to make away to some form of redevelopment in the near future. The revitalization of the Northeast Quadrant has been triggered by the rejuvenation of the ByWard Market, a revivification of the Core Area east as a major regional shopping area with the construction of the Rideau Centre and the Rideau Street Mall, and an increasing trend within the population to opt for residency in an inner neighbourhood.

This urban renewal indicates that improved recreation spaces and facilities will be required in the near future in order to meet the demand of a greater and younger population.

5.2
Review of Existing Recreation Spaces and Facilities

The recreation spaces and facilities found within the study area are very limited. In fact, the only facility is a small traditional City-operated playground located in the median of York Street at King Edward Avene. Given this limitation within the area, the residents rely on the surrounding communities and areas to meet most of their recreational needs.

5.2.1
Regional Facilities

Regional spaces and facilitieis are those facilities serving the Ottawa-Hull Area. The Major's Hill Park and Nepean Point are part of National Capital Commission's network of open spaces serving the Ottawa-Hull metropolitan area. Annual festivities/events are held at these two locations such as the beer garden and arts and crafts exhibition during the Festival of Spring and the concerts held during the summer months at the Astrolab, an outdoor auditorium facility. The proximity of these open spaces and facilities immediately west of Sussex Dirve adequately serve the residents of the Northeast Quadrant and those living in Lowertown.

5.2.2
City-Wide/District Facilities

The city-wide/district spaces and facilities are those located within a radius of 3 to 13 kilometres (two to eight miles) from the subject area. The city-wide/district recreation spaces and facilities serving the study area are mostly located in Lowertown, east of King Edward Avenue. They are: 1) Champagne Bath, an old smaller indoor pool; 2) track and field facilities and an auditorium provided by De La Salle Secondary School; and 3) the Sandy Hill arena located within Sandy Hill, on Mann Avenue. Private leisure facilities in close proximity to the area area: 4) dance studios; 5) a theatre, and 6) karate schools, all located along Rideau Street, and privately-operated.

5.2.3
Community Facilities

Community spaces and facilities are those located within a radius of one to two kilometres (half a mile to one mile) from the study area. They consist of: 1) Le Patro d'Ottawa, a community centre operated by an ecclesiastical order which also houses an indoor swimming pool operated by the City of Ottawa, 2) a wading pool, 3) an outdoor rink, 4) a ball diamond, 5) a practice sportsfield area, 6) a tennis court, 7) a small jogging track; and 8) a fieldhouse. Most of these recreation spaces and facilities are provided by Bingham Park located within Lowertown West.

four blocks north of the study area. A former fire hall located on Bruyère Street at King Edward Avenue has been converted recently into a small community centre. This new facility, called Armand Pagé Community Centre, was required to better serve the needs of the Lowertown West residents and overcome the barrier effect of King Edward Avenue which is affecting the accessibility to Le Patro.

5.3.4
Neighbourhood Facilities

The most locally-oriented recreation spaces and facilities are those located within a radius of one half to one kilometre (one quarter to half a mile) from the subject area. They consist of playgrounds and passive open space/rest areas. Those spaces and facilities serving the Northeast Quadrant are: 1) a school-age creative play area recently developed at the north-east corner of St. Patrick and Cumberland Streets; 2) an old traditional playground located in the middle boulevard area of York Street, just west of King Edward Avenue; 3) a creative play climber also recently constructed in Bingham Park; 4) an adult games/rest area newly developed at the north-west corner of Bruyère and Cumberland Streets; 5) a passive open space area north of Cathcart Street west of Cathcart Square; and 6) another passive area located on Sussex Drive between St. Andrew and Bruyère Streets.

5.3
Demographic Considerations

In 1980, the population of the Dalhousie Street and Eastern sub-areas was approximately 795 people.[14] Of this total 71.6% of the people are between 20 and 64 years of age (39.6% between 20-34 and 31.2% between 35-64) and 15.0% are 65 years of age and over. Only 13.5% of the population is less than 19 years of age.

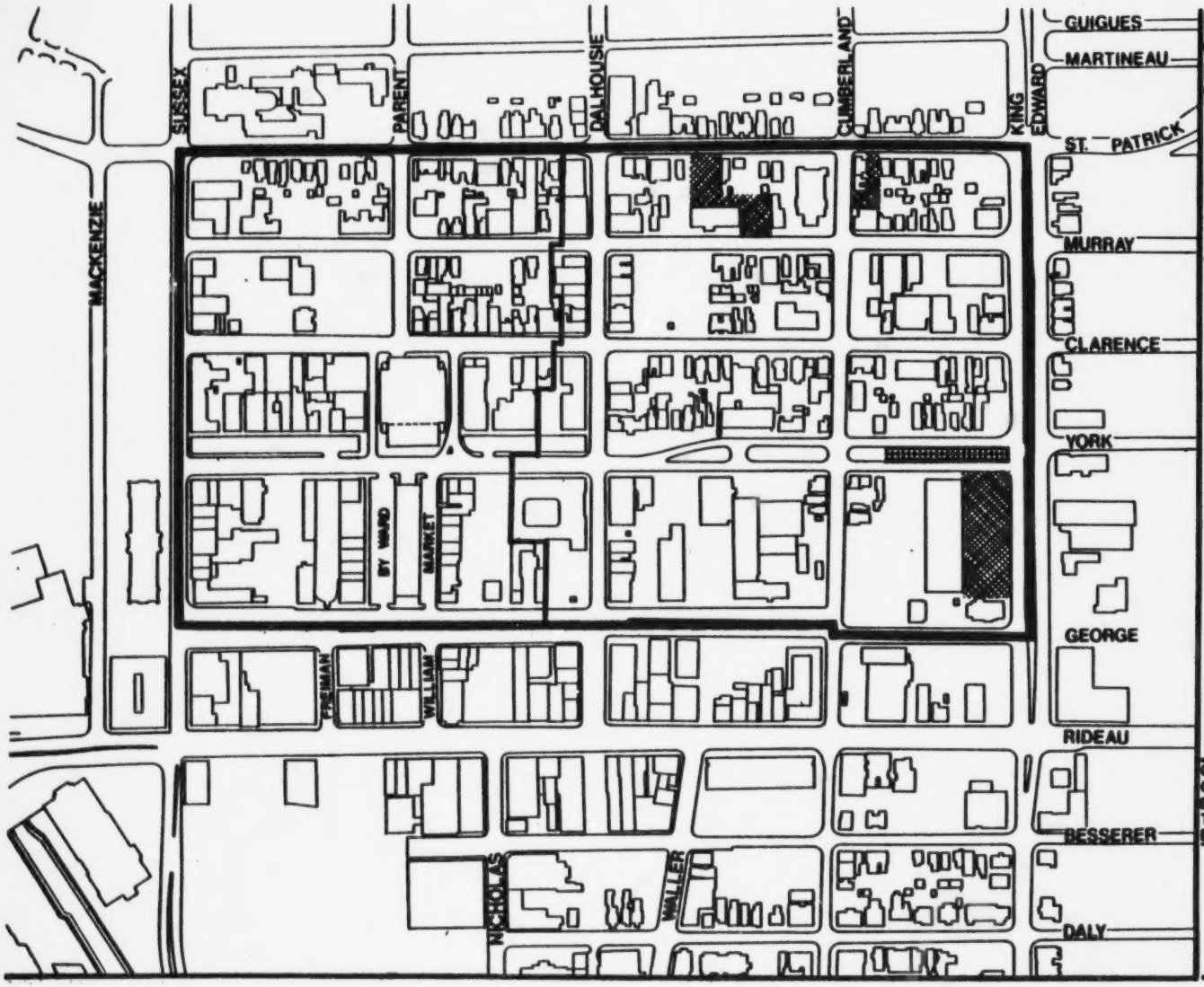
The male/female population distribution is almost evenly distributed generally, and within the various age groups. The male population has a slight edge over the female population in the 0-19 and 35 to 64 age groups (14.2% and 33.1% versus 12.7% and 30.8% respectively) whereas the female population is slightly more numerous in the 20-34 and 65 years of age and over categories (14.0% and 15.5% versus 38.3% and 14.4% respectively).

This brief analysis reveals that the population to be served is primarily one of the adults. The most common recreational needs of an adult population are passive open space areas, social games, arts and crafts, hobbies, and some low competition sports such as tennis, volleyball, raquetball, squash and badminton. Most of these recreational activities can be pursued in the existing local schools, community centres and in the sports areas mentioned above.

The future projected population in the Dalhousie Street and Eastern sub-areas is expected to increase significantly in the near future. Notwithstanding economic restraints, this increase would result from the revitalization and expansion of the Central Core Area east as a major regional shopping facility, to the rejuvenation of the ByWard Market area, the increasing trend towards opting for residency in inner-neighbourhoods due to economic factors and change in lifestyle, and the greater attractiveness of the redevelopment potential allowed under the new zoning. The net effect, if full redevelopment of the study area takes place is a maximum population increase of 2,400 people over the present 800 people. Also, the population distribution by age and sex is expected to change slightly with increases in the 20-34 and 65 years of age and over categories and decreases in the 0-19 age group.

5.4
Recreation and Open Space Potential

The study area offers limited potential to expand the recreation spaces and facilities. Other than the existing playground located on the middle boulevard of York Street and King Edward Avenue where some upgrading/expansion are possible, the former Guigues School, recently vacated and identified as a probable site for the establishment of a francophone cultural centre, remains the only realistic site where recreation spaces and facilities could expand.



Ottawa Central Area
Aire centrale

Fringe Area-Northeast
Aire secondaire-nord-est

Dalhousie Street + Eastern Sub Areas

Open Spaces

Existing Open Spaces

Potential Open Spaces

City of Ottawa-Ville d'Ottawa
Community Development-Planning Branch
Développement Communautaire-Section d'urbanisme
Technical Services Division
Division des services techniques

Drawn by-Dessiné par: W. Clouther
Date: March-mars 1979 PB 818

Feet / Pieds 200 100 50 0 10 30 60 Metres / Mètres

Revised-Révisé

9
Plan no.

Two other sites, the Bank Note of Canada property on King Edward south of York Street and the former Our Lady School located at the northeast corner of Murray and Cumberland Strets, were examined. Both offered limited potential as the federally-owned land is a distant possibility and that the former school property, now under private ownership, is unfunctional due to size and shape and poorly located.

Other than these potential sites, the requirement, under the new zoning, to provide a minimum of personal and shared amenity spaces within every new residential development would assist in improving the overall recreational opportunities within the study area.

Therefore, in light of this planning context, the existing and future population will continue to rely to a great extent on the improved recreation spaces and facilities provided within the surrounding areas, namely within Lowertown West, in order to alleviate the shortcomings of the study area in meeting adequately the recreational needs of its residents.

5.5
General Proposal

To improve, where possible, the recreation spaces and facilities in the study area, ensure the provision of adequate and functional amenity spaces within new developments, and to continue to rely on the improved spaces and facilities conveniently located in the surrounding communities and areas in order to adequately meet those needs unmet within the area. (Section 5.7).

5.6
Rationale

The above statement recognizes the many limitations inherent to an older inner-neighbourhood such as the study area in meeting the recreational needs of its residents. Limitations such as the scarcity of existing public spaces, the high cost of land, the transient nature of the popualtion, the relatively small population accommodated, and, hence, the dependancy of the area on surrounding recreation spaces and facilities are all factors influencing the selection of any means that would improve the recreational opportunities of the residents.

The proposals should recognize, however, the following elements; first, that a significant population increase would take place in a not-so-distant future; secondly, that the population would be an adult population, with the 20 to 34 and 65 years of age and over categories being predominant; and the adequacy of the present and improved recreation spaces and facilities provided in the immediate surrounding communities and areas.

5.7
Specific Proposals

a) That a small landscpaed seating/rest area be developed on the most easterly portion of the Guigues School property in conjunction with the establishment of the Francophone cultural centre.

b) That York Street Park be redeveloped into a combined active and passive play area for both children and adults.

c) That the provision of appropriate amenity spaces in private redevelopment schemes be ensured under the Site Plan Control approval process.

6.
SOCIAL NEEDS

6.1
Introduction

In August 1979, the City of Ottawa contracted the Social Planning Council of Ottawa-Carleton to prepare a report on the Central Area, in which it would identify high risk population groups, describe their major needs, and advise on issues, if any, requiring further study.

The need for a social study of the Central Area is based on two main factors. Firstly, areas of cities surrounding the downtown commercial core are frequently perceived as 'grey' areas - areas of transition, fringing on both the business area and on more stable communities. This perception largely pertains to Ottawa's Central Core Area where the 'Fringe Areas' of the 'Commercial Core Area' accommodates a residential and commercial land use mix with some indistrual uses dating from the early era of the City. The unstable physical fabric of most of these transitional areas is characterized by numerous vacant lots temporary used for public parking while awaiting redevelopment, aging residential buildings receiving minimal maintenance and, by the expansion of the commercial/office uses through conversion of existing residential buildings and through redevelopment. These have a direct influence on the stability of the social fabric.

Also, in recent years, greater emphasis has been given to the residential function of the Central Area. The Central Area is the main business, commercial and political centre of the Capital's Region. Thus, the primary function, for individuals, is the employment function. Related to this are the shopping and entertainment functions fulfilled by the ByWard Market, Sussex Drive, Rideau Street, Sparks Street and Bank Street retail areas. Although the residential function has been secondary, there is a growing recognition that this function is also a prerequisite for a viable Central Area.

Hence, the purpose of a social needs study of the Central Area is to help ensure that the most pressing social needs of the current and future residents and users of the Central Area are considered in planning the future development of this area.

This analysis, primarily based on interviews with generalists and specialist key informants and, the uses of relevant socio-economic and demographic data and social service uses information, focused on the needs of those groups who have the least resources to meet their own needs.[10] It also gives some attention to the type of actions that could enhance the quality of life of all residents and users of the Central Area. Shortage of time, however, has prevented detailed consideration and consultation with the people who will be affected by the planned and unplanned developments in the Central Area.

The 'Report on Major Social Needs of the Central Area of Ottawa' has given greater emphasis on the residential function of the Central Area because this function is a primary influence on individuals and because of its recognized importance to the viability of the Central Area.

Given that the residential land uses are concentrated in the Fringe Areas, the study was carried out on a sub-area basis where Dalhousie Street and the Eastern sub-areas formed part of the Northeast Quadrant. Therefore, this chapter outlines the demographic and socio-economic characteristics and the major social needs of the Northeast Quadrant as described by the Social Need Study, highlighting the particularities proper to the study area. The said report should be referred to, however, for further details.

6.2
Overview of the Northeast Quadrant

The intent here is to briefly outline the social and physical fabrics of the Northeast Quadrant described by the report on Major Social Needs of the Central Area of Ottawa.

The Central Area, with a total population of 3,810 in June 1976, contained 1.3% of the total population of the City of Ottawa. The Northeast Quadrant accounted for 35.5% (1,353 people) of the Central Area's total population. The Central Area had been declining in population since 1961

when it had over 9,000 residents. Since 1976, however, with new high rise development in the area west of Lyon Street, the trend appears to be reversing. The Northeast Quadrant has not witnessed any significant redevelopment trend over the recent years and seems to be stagnant.

The population of the Central Area in heterogeneous in terms of age, education, income and family compostion, with a high proportion of young, single persons and non-family households. The area has experienced a high degree of trasiency, with only one-third of the people who had resided in the Central Area in 1971 still occupying the same dwelling in 1976.

The most dominant characteristics of the Northeast Quadrant were the very high proportions, compared to City averages, of francophones, elderly and lone-parent families, and the low proportion of the population in the labour force. Roughly one-quarter of the total population (in contrast to one twenty-fifth of the total Region of Ottawa-Carleton population) was receiving financial assistance from the Regional Municipality of Ottawa-Carleton Department of Social Services and the Ontario Ministry of Community and Social Services. Three-fifths of the residents did not have a grade 13 certificate, in contrast to the City average of slightly more than two-fifths. Although a higher proportion of the residents in the Northeast than in the two other sub-areas occupied the same dwellings in 1976 as in 1971, the rate of mobility was still higher than the average for the city.

6.3
Dominant Characteristics of the Northeast Quadrant

Under this section, close consideration is given to the interaction between people and their environment and to whether the sub-areas are perceived to be sources of needs and stress and whether there is a potential for these sub-areas, as part of wider communities, to develop strengths to meet the needs and to be viable communities.

For this purpose, a series of factors describing what a 'healthy' community should be were arrived at from the interviews with informants. These are the socio-economic mix; the cultural and physical diversity of the community; street life originating from open spaces, play areas, corner stores, and day and night life; stability through a moderate rate of change; amount of empty spaces awaiting development/ redevelopment; community identity; and environment problems such as traffic problems, poorly maintained properties, and deteriorating housing stock.

To these factors were added the extent of existence of established and emerging organizations with outreach to persons living in the area as these groups could be instrumental in assisting the residents in meeting their needs.

The Northeast Quadrant is perceived as the Market area and an integral part of Lowertow West. The division off Lowertown East and West has historical ro but has also been accentuated by King Edward Avenue serving as a arterial.

Factor	Extend of Northeast Quadrant
-Socio-economic mix	med-high
-Diversity	high
-Street life	med-high
-Stability	low
-Community identity	high
-Use of empty spaces	medium
-Compensation for, and control of, environmental problems	low
-Established organizations with outreach	high
-Emerging organizations with outreach	high

The area ranks medium to high on most of the factors that key ifnormants consider desireable for a community to meet the needs of a variety of people.

The dominant characteristics of the area are the increasing commercialization, the decreasing number of dwelling units, the decreasing number of francophones and their increasing vulnerability. As a part of a

community is is full of contradictions. More than one-third of the population lives below the poverty line. There is a high rate of unemployment, of dependence on financial assistance and a low level of education, yet the French population has a strong sense of cultrue and identity which, if maintained and allowed to evolve, could create a stable community with a special distinctive character. The commercialization, while a threat to survival, can also provide the micro-economy and diversity seen by informants as necessary.

6.4
Lifestyle Groups and Their Needs

The next chapter of the report on Major Social Needs of the Central Area of Ottawa dealt with the identification of the high risk lifestyle groups with major unmet needs. Four lifestyle groups were identified:

1. Singles - with special reference to low income unemployable men in their forties anf fifties;

2. The elderly - with special reference to francophone elderly;

3. Families - with special reference to single-parent families;

4. Teenagers - less at risk, but seen as at a 'make or break' time.

The major unmet need was the affordability, availability and inadequacy of accommodation. The second major need was for opportunities for social development. Accessibility of health services was the third concern. However, the extent of the unmet need is not the same for all areas.

The following table summarizes the extent of the unmet needs in relation to the lifestyle groups in the Northeast Quadrant.

Lifestyle group at risk		Extent of unmet need			
	%	Accom-dation	Social Development	Health Services	Employment Opportunities
Singles (over 15, % of population)	38.9	high	high	high	high
Elderly (% of pop.)	18.1	medium	med-high	med-high	low
Lone-parent families (% of families with children at home)	45.5	high	medium	medium	medium

The three groups identified as being at risk in the Central Area - singles, elderly and lone-parent families, were concentrated in this area.

Singles, especially males, were seen to be the group with the most unmet needs. The redevelopment of the Market Area was destroying the accommodation and services that supported the continuation of this group. Single women were not perceived to be in as great need as the men. Police were only aware of five chronic alcoholic women. A few women frequent the area (and possibly reside there) to support themselves by prostitution.

A few informants expressed concern about middle-aged women living along who, because of poor health, could no longer continue their previous employment as waitresses or domestic help, but were not eligible for the assistance and services available to the elderly.

In 1976, 245 individuals (or 18.1% of the residents) were over 65 years of age while another 14% were 55-64. The elderly were mentioned as being at risk half as many times as singles on low income. They were seen as having more access to services and greater opportunity for social contact; however, in a crisis, the appropriate support systems were not readily available. Francophone elderly were seen as being at greater risk because of the difficulty of getting services in their own language.

The main need was for a range of services, including information about exisitng services, that would enable the elderly to remain in the

community as long as possible. Elderly have a great fear of institutionalization and thus, are often reluctant to ask for services, unless they be forced to move out of their present accommodation. Thus, some individuals prefer to risk physical health so as to retain their independence and remain in familiar surroundings.

The second major need (shared by all elderly in the Region) was for appropriate health care, especially for individuals requiring heavy nursing care.

Adequacy and affordability of accommodation was the third need, though not perceived to be a major problem. Some of the rooms and apartments were in need of major repair while others only needed some paint. One informant reported that some elderly who had occupied the same dwelling for many years were charged rents below the usual rates.

Elderly men living alone were seen as being at risk because they belonged to an era where 'women did the housework' and they had no wish or skills to maintain an apartment or cook a meal. The disappearance of rooming houses is serious for them, causing an increase in the rent and decrease in the quality. They are in need of room and board and, although eligible for senior citizen apartments and for assistnace in furnishing these apartments, some have stated a preference not to be in apartment units dominated by 'interfering' women.

Briefly, the major needs of the elderly in Lowertown were for assitnace to remain in the community, access to appropriate health care, and adequate, affordable accommodation.

In 1976, there were 145 families with children at home, 66 or almost half were headed by lone parents. Some informants describe the downtown area as a 'staging' area implying that families are waiting to move out, but other informants indicate that families do not find an adequate living environment in low cost family housing projects, nor do they find that services are accessible. They would stay downtown if they could find adequate affordable accommodation.

The present situation is seen to increase the marginality of and stress on the low income, especially single-parent family. One informant described inner-city families with children of primary school age as 'itinerant' with characteristics of 'transiency', moving every three to six months or every summer within neighbourhoods where low-cost accommodation could be found, and where landlords would accept children. They were described as multi-problem families on the caseloads of several agencies. The depression caused by separation and loss was compounded by the difficulties of an income from low-paid employment or social assistance inadequate for the basic necessitites of shelter, food, and clothing. The families moved frequently under the stress of 'temporary liaisons'.

Briefly, the major needs of lone-parent families were for low cost adequate housing, and for opportunities for social development, including assistance with child care and support in times of crisis.

In sum, the Northeast Quadrant had a high concentration of the three groups identified as having the most needs - singles, elderly and lone-parent families. Adequate and affordable accommodation was the main needs, especially for singles and lone-parent families, followed by the need for opportunities for social development. Assistance to remain the the community and access to good health care were major needs of the elderly.

6.5
Conclusions and Options for Action

The high risk and the major unmet needs have been described above. Further studies were perceived to be of minimal value. In collecting the required information, however, strong indications as to the preferred future development of the Central Area and of the type of action required to meet the identified needs fo the high risk groups were also received. These suggested options should be explored further with the relevant agencies and population groups, and an appropriate plan of action developed.

6.6
Suggested Actions to Meet Major Community Needs

The suggestions for action will be described as they pertain, first, to the major needs of the total area; secondly, to the Northeast Quadrant; and thirdly, to the specific high-risk groups.

6.6.1
Range of Residential Accommodation

The main need of the most vulnerable groups in all the sub-areas was the need for adequate, affordable accommodation. This need would be largely met by implementation of the recommended residentail policies contained in Planning Policies for the Central Area, prepared by the City of Ottawa Planning Branch and adopted by City Council on August 15, 1979.

Key informants made several suggestions for implementation of these policies which should receive serious consideration. These should be considered for all sub-areas, though some are more appropriate for some areas than for others. Briefly, the suggestions are:

1. City of Ottawa Non-Profit Housing and private non-profit housing groups develop a range of subsidized housing for low-income singles and families especially in the eastern sub-areas.

2. The Province of Ontario allow single people under 60 years of age to be included in subsidized housing programs.

3. City of Ottawa renegotiate its Non-Profit Housing Agreement with the Province to allow for a larger proportion of subsidized units in small projects so that small infill developments are feasible.

4. Development of subsidized housing for low-income singles and families in areas adjacent to the Central Area, especially in LeBreton Flats.

5. Increased rend supplementation be provided to low and moderate income singles and families.

6. Conversion of old hotels into accommodation for singles, with minimal supervision, similar to Vancouver's approach in its Downtown Eastside.

7. City of Ottawa purchase, rehabilitate and either lease or operate rooming houses.

8. City of Ottawa, in conjunction with the Province, provide funds for rehabilitation of old apartment buildings and rooming houses, in accordance with minimal adequacy standards, on condition that rents not be increased.

9. City of Ottawa, Government of Ontario and the Social Planning Council's Housing Council for People with Special Needs work with Centre 454, the Anglican Social Services, and a group of low-income single men to develop hostel type ("satellite families of seven to eight men") accommodation with a co-operative employment component.

10. Union Mission sell its present facility on Daly Avenue at Waller Street and, in consultation with the Social Planning Council's Housing Council for Persons with Special Needs, Centre 454, the Anglican Social Services, and a group of low-income single men, establish small hostel type ("satellite families of seven to eight men") accommodation with a co-operative employment component.

11. Implementation of the City of Ottawa Community Development Department recommendation concerning housing for singles, i.e.; that there be "a three pronged approach combining the preservation of rental housing, shared usage, and a rental allowance of approximately $40-$70 per month for an individual."

6.6.2
Suggested Action to Meet the Needs of the Northeast Quadrant

Given that the main need in each sub-area was for adequate, affordable accommodation, the suggestions listed above should be considered for each

sub-area. In addition, there are some suggestions specific to the different sub-areas that pertain mainly to enhancing their residential function.

For the Northeast Quadrant, these are:

1. Collaborative action with community groups and social agencies in the total Lowertown West area, to encourage a sense of community and thus stability.

2. L'ACFO establish a French cultural centre in the former Guigues School.

6.6.3
Suggestions for Meeting the Needs of High Risk Groups

A. Low Income Singles

Accommodation

1. All options listed under "Community Need for Accommodation".

Social Development

1. Expansion and provision of secure funding to informal, easily accessible drop-in activity centres, such as Centre 454.

2. Development and funding of a range of alcohol treatment programs, including a residential treatment centre.

3. Development of a trusteeship program for alcoholics and other singles at risk.

4. Increased follow-up for ex-psychiatric patients.

Employment

1. Continuation of outreach employment counselling services such as Le Coin du Travailleur.

2. Development of a co-operative employment project, similar to Winnipeg's Independent Co-operative Enterprises Inc.

B. Senior Citizens

Assistance in remaining in community

1. Accommodatin option 8 applies here. (Section 6.6.1).

2. Increased publicity in English and French, of available services.

3. Door-to-door survey in English and French, to determine specific needs and to ensure that people are aware of available services.

Access to good health care

1. Establishment o the Multi-purpose Day Centre in the vacated Ottawa General Hospital, as proposed by the Francophone Concerns Committee of the Council on Aging of Ottawa-Carleton, in collaboration with L'Association Francophone des Ainés d'Ottawa.

2. Speedy conversion of the Ottawa Genral Hospital into a Chronic Care Hospital.

C. Lone-Parent Families

Accommodation

1. Option 1-5 listed under Section 6.6.1 applies here.

Social Development

1. Assistance with child care:
   - Affordable accommodation close to existing day care centres
   - Expansion of home day care

2. Assistance in times of crisis:
   - Provision of 24 hours emergency and counselling services, including back-up support to police handling domestic disputes.

6.7
Recommendations

In conclusion, three high risk groups were identified in the Central Area of which the Northeast Quadrant is part of: low-income singles, senior citizens and lone-parent families. The major needs of these groups, especially the need for accommodation, are being exacerbated by developments geared to attracting high income groups to the Central Area especially in the area west of Lyon. Therefore, action is required by different levels of government and by community agencies to help meet the needs of the high risk groups.

Although the purpose of this study was to identify the high risk groups and major unmet needs in the Central Area, many suggestions for action were also received. These suggestions, however, requrie further exploration.

Therefore, it is recommended:

1. That a systematic plan of action for meeting the identified needs in the Central Area be developed by the City of Ottawa in collaboration with the people who are experiencing the needs and the agencies who can initiate action to meet those needs; and

2. That the suggestions for action made by key informants be considered in developing the plan of action.

7.
PHYSICAL INFRASTRUCTURE

7.1
Introduction

This chapter of the plan briefly discusses the underground and overhead utilities and the adequacy of sidewalks and road surfaces in the Northeast Quadrant. An overview of the existing facilities is outlined, followed by a review of future plans pertaining to these facilities. This analysis leads to the proposals aiming at improving the physical infrastructure in the Northeast Quadrant.

7.2
Overview of the Existing Infrastructure

The present sanitary and storm sewers servicing the Northeast Quadrant are adequate to cater to the present and future developments that could occur under the proposed land uses, eventhough both services are still combined.

With regards to overhead utilities in the Northeast Quadrant, they are also adequate to cater to the present and future growth of the area. There are no short-to-medium term plans to bury them.

According to a detailed analysis of sidewalk needs carried out by DeLeuw Cather for the City of Ottawa in 1976 and updated in 1980, several sidewalks in the Northeast Quadrant require some improvements within the next five years. This is the case for the north side of George Street from Dalhousie Street to King Edward Avenue, the south side of York Street from Dalhousie Street to King Edward Avenue and the north side of York Street between Cumberland Street and King Edward Avenue, the full length of the west side of King Edward Avenue from George to St. Patrick Streets, and the south side of St. Patrick Street from Cumberland Street to King Edward Avenue. None of the sidewalks in the study area required immediate action.

A similar analysis of the road needs within the City of Ottawa also indicated that all the streets within the study area needed some improvements except for Murray Street. The most pressing improvements are for George Street which are required within the next five years. The remaining streets are scheduled for a 6 to 10 year time frame only. None of the roads require immediate actions.

7.3
Review of Future Plans

Depsite the general adequacy, both in terms of condition and capacity, of the physical infrastructure, improvements resulting from the Rideau Area Project proposals are scheduled in a signed agreement between the City of Ottawa, the Regional Municipality of Ottawa-Carleton and the Federal Government dated June 1979. These proposals call for several changes and upgrading of the transportation network in order to accommodate an exclusive bus transit mall on Rideau Street between Sussex Drive and Waller Street.

Given these road improvements, it is City policy to undertake the construction of a separated sanitary and storm sewer system whenever such an opportunity is offered. At the same time, underground facilities allowing the eventual burying of the overhead utilities are also provided.

Hence, extensive reconstruction of the physical infrastructure is scheduled resulting from the Rideau Area Project that will affect most of the eastern part of the Central Area.

7.4
Recommendations

7.4.1
Underground Utilities

No actions are recommended, other than those related to the Rideau Area Project, as this plan recognizes the adequacy of the present combined sanitary and storm sewer system and water system to meet the present and future needs of the Northeast Quadrant.

7.4.2
Overhead Wire Utilities

That the City's Underground Wiring Program include, in a short time frame, Dalhousie Street south of St. Patrick Street and, at an appropriate time, the remaining streets of the Northeast Quadrant.

7.4.3
Sidewalk and Road Surfaces

No further actions are recommended here other than those contained in the updated sidewalk and road needs studies. (Also see Section 8.5 under the Urban Environment for streetscaping requirements).

8.
URBAN ENVIRONMENT

8.1
Introduction

This chapter deals with the overall urban environment of the study area with particular emphasis on streetscaping. A review of the existing environment is given followed by a set of proposals aimed at improving the overall urban environment.

8.2
Review of Existing Conditions

Dalhousie Street and the Eastern Sub-area of the Northeast Quadrant constitute two different urban environments given the nature of the existing and/or future land uses. Dalhousie Street is primarily a retail area whereas the Eastern Sub-area is primarily a residential area.

There are few features along Dalhousie Street which would attract shoppers and sustain the street as a viable local/district shopping area. The street is still lined with overhead wire utilities. A vacant, unkept corner lot and the ruins of a restaurant destroyed by fire two years ago are detrimental to the street's attractiveness. Several vacant commercail outlets also detract pedestrians away from the remaining continuous and interesting pedestrian-oriented retail uses at grade. A lack of streetscaping elements makes this shopping area unattractive to pedestrians and potential buyers living, working or shopping nearby.

Within Eastern Sub-area, no features exist that gives any form of character to the various streets. A significant argument that tends to explain this situation is the existing heterogeneous land use condition which deprives the study area from having any physical character. The area's relationship with Lowertown West is hard to perceive eventhough it forms part of that community, both in a geographical and historical sense.

This lack of an urban environment of its own makes the area unattractive to any form of redevelopment. It perpetuates also a state of 'laissez faire' which, coupled with the absence of any form of proudness, leads to further physical and social deterioration of the area.

8.3
General Proposals

a) To improve the primarily local/district shopping environment of Dalhousie Street through appropriate streetscaping, while still ensuring its physical compatibility with the more regionally-oriented ByWard Market and Rideau Street shopping environment.

b) To improve significantly the overall urban environment of the Eastern sub-area through appropriate streetscaping which would underline the viability of the area as an attractive residential neighbourhood.

8.4
Rationale

Dalhousie Street is prim.ily a local/district commercial street geared to meet the convenience shopping needs of the present and future population of the Northeast Quadrant and that of the Lowertown West neighbourhood. Hence, the urban environment and streetscape of Dalhousie Street should reflect this function and enhance its character.

The Dalhousie Street Merchants Association, recognizing that the urban environment of their street needs some improvements, took the initiative, in late 1979, of investigating the feasibility of a covered sidewalk along Dalhousie Street south of St. Patrick Street. Representatives of the Association met with representatives of a Merchant Association of the City of Sherbrooke where one of the main commercial street of the City was revitalized by the construction of a free standing, steel structure and plexiglass canopy over widened sidewalks. They also met with the City of Ottawa's engineers for technical and costing input.

It was indicated to them, after consultation with engineers of the City of Sherbrooke that it would be an expensive undertaking that few merchants presently located along Dalhousie Street, can financially support unless largely subsidized. The estimated cost of a free-standing sidewalk canopy

made of a steel sructure with posts every 7.6 metres (25 feet) and a solid roof (plexiglass is more expensive) such as was once proposed for Bank Street, would be approximately $302 a linear foot. The Dalhousie Street frontages (east and west sides) from St. Patrick to George Streets exclusive of intersecting roads amounts to approxiamtely 572 metres (1,875 feet). The total cost for a sidewalk canopy along the subject portion of Dalhousie Street would then amount to approxiately $566,250.000. This cost excludes any additional costs that could result from the implementation of a sidewalk canopy such as utility work, sidewalk surfaces and streetscaing features.

A representative of the Human Resources Group was also consulted as to the possibility of implementing such a scheme under the B.I.A. Program. It was indicated that it would be financially more advantageous to use direct tax deductions based on the established assessment roll than a B.I.A. designation, as the latter is more demanding adminsitratively on the part of the Mercahnts Association.

In considering the covered sidewalk scheme along Dalhousie Street south of St. Patrick Street as proposed by the Dalhousie Street Mercahnts Association based on planning principles, such a scheme or other similar schemes cannot be justified. Notwithstanding the proximity of the Dalhousie Street commercail area to the ByWard Market and Rideau Street, the area still remains a primaily local/district shopping area geared to meet the needs of the Lowertown residents and workers nearby. Such an expensive proposition, unless it is largely subsidized, would also force existing businesses unable to financially support its share of the cost to relocate elsewhere.

Revitalization of the Dalhousie Street urban environment through less expensive schemes could still achieve the goal of strengthening and improving this shopping area. The burying of overhead utilities, the use of soft and hard landscaping elements and appropriate street furniture are a few ways of improving effectively and economically the urban environment of Dalhousie Street. This would assist in attracting new businesses into the area using the presently vacant store/office space and would favour redevelopment through the infilling of vacant lots and controlled expansion of existing commercial space. It would also create a better living environment for the present and expanded residential uses.

It is to be noted, however, whilst the Planning Branch does not support a sidewalk canopy along Dalhousie Street, it would not be opposed to any effort made towards the planning and the implementation of such a scheme along Dalhousie if it receives the required support from all parties concerned.

The Eastern sub-area is largely residential despite a variety of non-residential uses sporadically located within the area and permitted under the current zoning. The future function of this area is one of a residential anchor in the Central Area east that would act as a complementary function to the major regional shopping function. Restricted commercial and/or industrial areas are defined in favour of a greater residential redevelopment.

Controls that would governed the proposed medium to high scale built form were also defined in order to ensure the establishment of a healthy urban living environment in a downtown location such as the Eastern Sub-area of the Northeast Quadrant. Other than the requirements for the provision of personal and shared amentiy spaces, the most meaningful control pertaining to the urban environment deals with the buidling height limits along street frontages.

Concerned with the amount of sunlight at street level, wind tunnel effect resulting from medium to high-rise structures and the pedestrian urban scale at street level, a maximum building height limit of 10.6 metres (35 feet) was set on the first 6 metres (20 feet) of property fronting along the north and south side of all east-west oriented streets in the study area. This control estalishes a basic framework which should dictate some streetscaping elements that would complete this projected built form.

In addition, the provision of landscaped open spaces required under the proposed land use designations would also contribute in enhancing the overall urban environment of the area and allow the establishment of some incidential landscaped seating/rest areas.

8.5
Recommendations:

a) General Principle

That the overall urban environment of Dalhousie Street and the Eastern Sub-areas be improved in keeping with their respective land use function and character.

b) Specific Proposals

1. That appropriate streetscaping features such as the use of soft and hard landscaping elements and the use of street furniture be implemented along Dalhousie Street.

2. That immediate action be taken to eliminate the negative visual impact created by the unkept vacant lots along Dalhousie Street.

3. That appropriate streetscaping features such as the use of soft and hard landscaping elements, particularly trees, and the use of street furniture be implemented along all the east/west oriented streets in the Eastern Sub-area.

FOOTNOTES

1. 'Planning Policies - Central Area', Planning Branch, City of Ottawa, June 1979; adopted by City Council on August 15, 1979.

2. 'The ByWard Market/Sussex Drive Development Plan' - A Northeast Quadrant Fringe Area Study of the Central Area, Planning Branch, City of Ottawa, April 1981; approved by City Council on July 15th, 1981.

3. 'Background Report to the Fringe Areas', Planning Branch, City of Ottawa, June 1979. Final edition January 1980.

4. 'Northeast Quadrant Draft Development Plan - What We Are Aiming For', Planning Branch, City of Ottawa, September 1979.

5. (a) Report on Propposed Building Height and Bulk Control, Planning Branch, Department of Planning and Works, City of Ottawa, 1962.

   (b) Amendments to the methodology were included in a Report prepared by the Planning Branch in January 1964 on the Review of the Comprehensive Zoning By-law for the City of Ottawa.

6. Ottawa Central Area Study, Hammer, Greene and Silver, 1969.

7. ibid, p. 53.

8. ibid, p. 48.

9. ibid, p. 33.

10. 'Report on Major Social Needs of the Central Area of Ottawa', Social Planning Council of Ottawa-Carleton, November 1979.

11. 'Central Area Heritage Study - Proposed Controls for Heritage Areas 11, 12, 13, 14, 16, 22, 23 and 24', Planning Branch, City of Ottawa, October 1979; approved by City Council in February 1980.

12. 'Separation Space Study', Planning Branch, City of Ottawa, February
12. Separation Space Study, Planning Branch, City of Ottawa, February 1980; approved by City Council on June 15, 1980.

13. 'Amenity Space Study', Planning Branch, City of Ottawa, February 1980; approved by City Council on June 15, 1980.

14. Census data provided by the Urban Policy and Research Division, City of Ottawa.